

# Child and Family Welfare

(Being the official organ of the Canadian Welfare Council.)

Vol. XIII

SEPTEMBER 1937

No. 3

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Published by

The Canadian Welfare Council  
Council House, 243 Cooper St.,  
OTTAWA, - - CANADA

## PUBLICATIONS

Free to Members: Extra Copies on Request.

(Please Note: Publications marked \* are now out of print).

- \*No. 1. The Spiritual and Ethical Development of the Child, 1922.
- \*No. 2. British Columbia's Child Health Programme, 1923.
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- \*No. 64. The Canadian Council on Child and Family Welfare. (Revised edition (1934) of No. 57).
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- \*No. 70. Supplement A—The Actual Provision of Relief.
- \*No. 71. Supplement B—The Organization of Social Services for Problems of a Particular Type.
- \*No. 72. Supplement C—The Organization of Relief Work Programmes. (16c complete).

\* Out of Print.

(Continued on inside back cover).







# Child and Family Welfare

VOL. XIII

OTTAWA, SEPTEMBER 1937

No. 3

## OBLIGATIONS OF GOVERNMENT TOWARDS SOCIAL SECURITY

An Address by Arthur B. Purvis, Chairman of the  
National Employment Commission, before the  
Canadian Chamber of Commerce at Vancouver,  
on Wednesday, September 8th, 1937.

**T**HE problem involved for Governmental bodies in deciding what obligations they should assume in the provision of social security for their citizens is a complex one under any circumstances.

In Canada it is particularly so, due both to our geographical variations and to the prompt impact of any action, wise or unwise, taken in that great country to the south of us.

Perhaps we can profitably first examine what we mean by "social security" and for whom we wish to provide it.

### What is Social Security?

Let us assume that by social security we mean protection for all our citizens against those vicissitudes of life which in large measure lie outside the control of the individual, and that that protection shall be on a basis which will tend to preserve at the cost of the whole community at least the minimum standard of health and decency related to the times.

The desire to see this social security provided springs mainly from our humanitarian impulses which fortunately seem to indicate an ever increasing community social conscience. But immediately here we run up against a real danger, for the approach to these impulses is apt to be emotional in many of us and where emotion controls, judgment often disappears.

In our intolerance of the existence to any important degree of what seems to be unnecessary human suffering — often also due to our sudden apprehension of such suffering in abnormal times such as we have been passing through, when all along, had we given the matter more attention, we would have known the suffering was there even if to lesser degree — we find ourselves pressing governmental bodies for action only too often ill-considered.

For action which to our later surprise often produces even worse misery than that which we started out to relieve.

For action indeed which often tends to break down instead of to build up character, a touchstone by which, in my view, all governmental action should be judged.

In some of us also a tendency towards very loose, even if well intentioned, thinking evidences itself.

From such loose thinking comes such deceptive phrases as "human versus property rights", involving an assumption that we speak of two opposing things, when actually we know that property has no rights, and that human beings alone have rights, amongst them incidentally that very important one of holding property in small or large degree.

No, humanitarian intentions are not enough.

Certainly they do not justify abdication of the obligation to do our own thinking as against an attitude of "something must be done at once about it, and the government had better hurry up and do it".

### **For Whom to be Provided**

With a rough definition of what we mean by social security in our minds let us decide for whom we want to provide it.

Firstly and primarily surely, for those of our citizens who are industriously at work, whether as wage-earners or in occupations "on their own", and who are thriftily trying to take care of themselves and their dependents.

They constitute the large majority and surely they are entitled to look to government to do what is in the power of government to provide them with the appropriate background against which to live their independent lives.

Secondly, and still importantly, for those who are in need, whether from economic causes within or without their control, or from conditions of mental, physical or social handicap.

A minority, of course, but a minority whose needs we have come to regard—under our individualistic and democratic system—with much more sense of obligation than is presently accorded minorities in communistic and fascist countries.

### **Obligations Towards All Citizens**

Some things which we have a right to expect from government are vital for those at work and are almost equally important for those in need.

For instance :—

The preservation of peace so long as it can be done consistent with national honour. While it is probably true that if our government were to go to war some temporary advantage would ensue in that all those able and willing to work would immediately be at work, this generation certainly knows, as much from its own experience as from the history of the aftermath of earlier wars, that there is in due course no surer road to social insecurity for all citizens.

The suppression of violence and fraud in whatever field indulged in. That protection is surely our right and is vital whether we own property or not.

The maintenance of conditions under which the individual is free to, and is encouraged to, seek his own self-interest along any avenues which add to the sum total of the national wealth and happiness. This touches upon the most fundamental of all values for the individual, the knowledge that he lives in a community where individual freedom is really prized.

The maintenance of the national credit by careful definition of the purpose of, and by efficiencies in the expenditure of, that portion of the citizens' wealth which the government feels it has to withdraw in various forms of taxation. Anything that tends to increase the cost of goods produced lowers the productivity of industry in its vital role of creating wealth. The cost of government is no exception to this rule. The reason is that as costs of producing goods are increased, other things being equal, selling prices must go up, so that less goods can be consumed and hence in due course less can be produced.

The encouragement of efficient productive enterprise, since this represents the only means of increasing real wages. Any movement of government which tends to depreciate the value to the community of profitable enterprise, is bound with human nature as it is to reverse the upward trend of modern times and tend towards a lower standard of living. One new factory that employs twenty men profitably and pays them a living wage is worth much more to the poor than charitable provision for such a group.

Limitation of governmental enterprise to fields which private enterprise cannot adequately fill, for instance—sanitation, conservation of natural resources, education and training measures, beautification. Competition by government in other fields suitable for profitable private enterprise—often on a non-taxable basis, which means that competitive private enterprise bears both its own and the tax burden appropriate to the public enterprise—

holds back the private citizen from venturing his savings in such fields, throwing a greater burden on government expenditures.

These are some of the policies which citizens, whether gainfully working or in need, have a right to expect from government in order that they may enjoy social security.

They are the fundamental obligations of government without which citizens as a whole cannot hope to have the opportunity of providing for themselves and for their dependents.

### **Obligations Towards Those in Need**

But there is a special set of obligations which in recent years government has increasingly found itself having to recognize.

These are in the provision of aid for those in need, a field in which government has encountered many difficulties.

As you know, it is in this field of social security that the National Employment Commission has been working in the last fifteen months.

And during that period it has become the increasing conviction of every Commissioner that much remains to be done — much even of an elementary nature — before we as citizens, and our governmental bodies, can be satisfied that the intelligent and proper attack on the complex problem involved has been made.

And when we speak of government obligations towards social security in this field we must realize that there is probably no field in which active support of and pressure for appropriate governmental action, whether federal, provincial or municipal is more vital at this moment than it is here.

### **Division of Problem**

The problem of providing social security for those in need can readily be divided into two parts, namely, aid to persons ordinarily gainfully working on a self-supporting basis, now requiring help due to economic causes (generally referred to as unemployed persons); and assistance and relief for persons requiring help due to mental, physical or social handicap (generally referred to as unemployable persons).

In the past in this country the responsibility for taking care of persons in the second category, namely those handicapped due to mental, physical or social handicap, was always considered to be on the local community, as that community being nearest to the problem best knows and understands the need.

In the early years after the war there was for two or three years a tendency to extend aid to individuals to take care of



unemployment, perhaps based upon a new community thought arising out of the war dislocation that any individual who was willing to work should be provided with a job, and if this were impossible that he should at least get subsistence for himself and his dependents.

With improved times this extension of the aid given lapsed for a few years, but the depression through which we have just been was so deep and so sustained that it quickly came back, to fasten itself upon the nation on a scale never before thought possible.

### **Difficulties Encountered**

Many practical difficulties not originally foreseen have been experienced in the application of this basic theory that those willing to work should be provided with a job or its near equivalent.

One of the most important has been the effect on the individual citizen in the change of emphasis from the duty being upon *him* to obtain a job to his looking to the Government to obtain it for him.

There are other tendencies insofar as the individual is concerned, such as a feeling that he is in a position to take the *kind* of job he wants, or stay on accepting aid from his fellow workers who are employed.

Or he regards unemployment aid as a *supplement* to existing income, if his occupation leaves him free for part of the year, or if he be a wage-earner in a seasonal business.

And for governmental bodies there have also been practical difficulties in the application of the theory.

Different interpretations have arisen in different parts of the country as to who should be included under the head of "Unemployment Aid".

Confusion has taken place between lack of occupation—such as in agriculture, fishing, hunting and trapping—and lack of wage-earning, and as a result there has been a false understanding as to the extent to which improvement in employment conditions for wage-earners can be expected to take up the slack in occupational unemployment as times improve.

Overlapping has occurred in the degree of assistance to sections of the country owing to a lack of co-ordination between aid given in the form of subsistence and—*i.e.* material aid—as distinct from aid given by government made work, *i.e.* "work aid" or "special projects aid".

### **Course Which Should Have Been Followed**

Looking back it is easy to see what the main requirements should have been in response to the demands which came from municipalities to the provinces and from the provinces to the Dominion as the unemployment problem became so severe.

Equally it is easy to understand how those requirements were not exacted since the severity and length of the depression and the danger of the chaos following were not in any way evident.

When these demands came in, provinces should have required from their municipalities, and the Dominion should have required from the provinces —

First, clear and mutually satisfactory definitions of the exact kinds of abnormal aid which it was intended to provide with the resources obtained.

And, to the extent that unemployment aid was in question, the maintenance of careful and periodic records of the work experience, degree of skill and employability of relief applicants.

Second, adequate proof of financial need of assistance; adequate proof that the degree of unemployment in the district was abnormal, and advance estimates of the cost of all kinds of aid to be distributed.

Third, while leaving administration itself to local governmental bodies, the right, where aid was granted, to approve or disapprove of the standards of assistance given and the administrative controls set up, and to establish a current instead of a post audit of aid distribution.

Such requirements would have ensured a greater understanding of the problem on the part of all concerned and indeed of the country in general; would have tended to help the Dominion and provinces to confine their aid particularly to those centres where the degree of distress was abnormal; and would have helped to mitigate the effects of the present natural tendency for many municipalities to be careless in aid distribution because of the feeling that the financial burden mainly falls on the province and Dominion.

In the haste resulting from rapidly extending need such provisions were omitted.

### **Action Now Required**

Obviously the immediate step required now is that they should still be put into force, in order that control may be regained of a situation which is already badly out of hand.

Nor is there anything in such requirements, whether made by the province upon a municipality, or by the Dominion upon a province, to which any reasonable objection can be taken.

Indeed, co-operation in such measures would inevitably be found by all governmental units in question to make for a better and fairer attention to the needs of those individuals who are most hard pressed, whether through economic conditions or through social or physical handicap.

### **Educational Campaign**

Additionally to this general step it is important that an educational campaign should be embarked upon to bring about an understanding —

That the apparent benefit derived by the local community in getting proportional grants-in-aid is quite illusory to the extent that aid is given for purposes other than was intended or to an extent greater than is necessary. Apart from the fact that the local governmental entity contributes in any case some proportion of the expense, a costly breakdown in character results in that community from such action, and the effects of this penalize its other working citizens.

Of the place public works instituted for relief purposes occupy in the picture and that at this stage of the depression this expensive method of providing work is, except in special instances, better minimized and confined strictly to certain types of work in order not to hinder private industry in its larger job of taking up the slack as times improve.

That much of the aid being given under the name of "Unemployment Relief" is of a character which requires permanent organization and constant planning and supervision of the principles under which it is applied. This because it covers situations embedded in conditions other than those due to cyclical depressions such as the one we have just passed through.

And lastly, but most important of all, of the necessity of developing well-thought-out and consistent programmes, suitable to local conditions, for increasing the employability of the unemployed and of obtaining Dominion and provincial financial support therefor. These could in the industrial areas be explored in co-operation with industry and other interested agencies. They are of the utmost urgency and importance if the morale of those receiving aid is to be restored and if they are to be able to take advantage of jobs that become available now that conditions are so much-improved. Without such programmes indeed the jam of

relief will not be dislodged in any real measure, however good the times we may pass through.

### **Genuine Distress To Be Cared For**

In saying all this there is no desire to take away from or cut down aid to those in genuine distress, whatever the cause, only that it be accorded under its proper name so that its degree of permanency can be determined and remedial measures where likely to be effective can be applied.

Even the recipient himself will benefit from such a segregation.

For if over a long period he receives aid under the wrong name he may find himself cut off at a minute's notice through a rather natural indignation on the part of the governing body or of a tax payers' control committee which finds what appears to be improper uses of the funds allocated.

### **Local Administrative Organizations**

The successful handling of the administrative problems in connection with aid for persons unemployed in the true sense of the word, or for that matter for those unemployable, requires strong local organizations throughout the country.

Only through such local organizations can a proper link between potential employer and employee, or proper focal points for attacks on problems peculiarly local in character, be provided. Only through such local organizations can means for gauging the relative degree of employability of those in receipt of aid exist. The present Provincial Employment Services are in practice unfitted to meet the requirements here.

Divided responsibilities and diversity of aim between different provinces, unequal development as regards numbers, types and functions of local offices; unsuitable location of premises; defects in provincial boundaries when used as economic administrative units, have all tended to prevent the Provincial Employment Services filling the needs I have enumerated.

The Commission early in its deliberations recognized that the first and most vital step necessary for the successful handling of problems of employment and relief was the development of an efficient employment service organization, to which Local Advisory Committees of community-minded citizens could be attached.

It therefore recommended that the Employment Service be nationally administered.

Unfortunately though the Dominion Government has accepted in principle our recommendation, nevertheless it appears that



constitutional difficulties prevent it being carried out unless the provinces consent.

Surely, if the Dominion Government makes this suggestion, such consent will be readily forthcoming, since without a reorganized service provincial and municipal, as well as federal, monies will inevitably continue to be wasted to an astonishing degree.

And surely therefore this obligation of government to help secure social security for its citizens will be recognized.

### Summary

All the matters I have mentioned are dealt with in summarized form in the National Employment Commission report covering its recommendations up to 30th June, 1937. And of course available again to the Government are the actual detailed plans recommended to and placed on file with the Government by the Commission as a result of much intensive study.

You may be aware that after consideration of the report the Dominion Government authorized the Commission to make it public and has announced its adoption in principle of the recommendations contained therein. A vigorous implementing of the plans in practice will require not only Dominion Government action, but, because of constitutional problems, provincial co-operation also in carrying them through. It will require also the co-operation of voluntary welfare agencies all over the country in meeting the need of distressed persons. Above all, it will require an enlightened public opinion pressing the appropriate action upon all governmental bodies.

Summed up, the immediate and most vital part of the action required immediately from governmental bodies is as follows :—

First, continual efforts to break down the problem into all the kinds of need involved in order that appropriate measures can be taken to meet each type under its proper name.

Second, the establishment of adequate proof of need as the basis of all aid given, whether by the Dominion, the province, or by the municipal unit.

Third, the provision of an adequate employment service administration, with which advisory committees of community-minded citizens can co-operate in local centres, so as to permit of focal attacks on local problems, whether of an employment or aid nature. Failure here would be disastrous.

Fourth, the provision of a full-blooded programme for restoring the physique, morale and skill of all of those on relief capable of benefitting from such an effort, through the medium of plans

developed locally to meet varying local needs, in which industry, governmental bodies and the community generally co-operate. A small beginning has been made here with youth as a result of Commission representations to the Government, but the surface of the problem is only scratched as yet. Failure here would also be disastrous, morally and financially. The problem is just as vital, and urgent as that of the drought, and should be met by vigorous governmental action similar to that being applied to Western drought regions.

The National Employment Commission asks your thoughtful co-operation in obtaining full recognition of the obligations of governmental bodies for these phases of social security for those in need, bearing in mind that, as the National Employment Commission Act of 1936 appropriately says, "this is Canada's most urgent national problem".

\* \* \*

## RECENT DEVELOPMENTS IN PUBLIC ASSISTANCE IN BRITAIN

An Address by Miss Zoel Puxley, O.B.E.,  
Principal Officer, Division of Public Assistance,  
British Ministry of Health, to the Public Welfare  
Division of Canadian Conference on Social Work,  
June 1937,

**T**HE present system of public assistance in England and Wales dates back to the reign of Elizabeth when either, as some say, on account of the dissolution of the monasteries, which had in some measure cared for the poor, or, and more probably, on account of the early stages of the conversion of England from an agricultural to a commercial and industrial country, a general Poor Law organization was established by an Act of Parliament of 1601. The organization was parochial, local officers being given a power and duty of levying rates and caring for the poor.

Their duties were twofold — on the one hand they were to maintain the lame, impotent, old, blind and some others among them being poor and not able to work', on the other, to find or make work for wages for able-bodied 'persons married or unmarried having no means to maintain themselves and using no ordinary and daily trade of life to get their living by' including the children of those not 'thought able to keep and maintain them'. These children were placed out as apprentices.

There is precision and neatness about the Elizabethan scheme which is pleasing to the imagination, but it did not work, and it seems that in the latter part of the 17th Century, rogues, vagrants, beggars and idly disposed persons abounded.

The Poor Law grew and was from time to time modified, not only by general Act of Parliament but also, as is usual in England, by local Acts which made various experiments in administration which need not be detailed here but have importance as providing the materials from which later reformers selected proposals.

With these amendments the Poor Law worked, not perhaps well according to our ideas of to-day, but sufficiently well according to the idea then prevailing for over two hundred years, but it broke down under the strain which followed the Napoleonic Wars. It is a fascinating subject, into which I cannot now enter, to trace the resemblance of the problems which confronted the country after these earlier wars and after the War of 1914 - 1918, and to observe the differences of the treatment applied to those problems.

In 1830, the country was seriously alarmed at the expense—no more than a fleabite, even allowing for changes in the value of money, in our present view—and the demoralization of the working classes resulting from the failure of the then existing administration to meet conditions which had never been thought of when it was designed.

In 1831, a Royal Commission was set up to consider the position. In their report, produced in 1834, they found the charges of abuse proved and statutory effect was given in 1839 to their recommendation of a new and centralized system of administration through Boards of Guardians, each acting for a considerable number of parishes. While the consideration of the needs of particular poor persons was, and was necessarily, a matter for local action by the Boards of Guardians (who included a large ex officio element of magistrates) their discretion in deciding upon the course to be adopted and in the details of their general administration was to be strictly controlled by regulations from the Central Department.

The objects of administration were two-fold—

- (1) to give no relief outside a workhouse to the able-bodied,
- (2) to give attention to the special needs of other classes and in particular to the sick and the children.

In neither of these objects was the new Poor Law machine entirely successful, but a very considerable measure of success was obtained, especially—whatever Mr. Dickens might say—in the case of the children.

There has seldom been a more clear example of reformers being 'hoist with their own petard', than the general, often uninstructed, condemnation of the reformers of 1834 which now prevails. Its real basis is the fact that they lived 100 years ago. Even in the matter of insurance, which one ordinarily regards as quite a new development, the Report of 1834 is in some sense a precedent.

Time went on — rapidly as time did begin to move in the 19th century — and by 1900 things were ripe for a new move of social reform, which in the nature of things was bound to affect the Poor Law system. Nor did it escape. Before the Conservative Government retired in front of the new reformers it appointed a Royal Commission which sat from 1905 to 1909. The recommendations made by the majority and minority of that Commission were supposed to be irreconcilable, but had in fact a large measure of common ground and are still being implemented.

### **Present Practice**

Finally to bring this history quite up-to-date I must refer to the Local Government Act, 1929, which abolished the unions of parishes and handed over the administration of the Poor Law to the existing Councils of Counties and County Boroughs.

If one has to summarise the position, the main change involved in this period of development has been to change the status of poverty from a thing that has to be relieved with some reluctance to a thing which is to be foreseen by the Government — since individuals are unable or unwilling to protect themselves — and prevented by insurance or other competent measures. Perhaps it may be said to have come from an increasing sense of solidarity, a more highly developed social conscience or (if one is of a more cynical turn of mind) from the pressure from below exercised by a more educated electorate not satisfied to accept patiently the relative positions of

“ the rich man in his castle,  
the poor man at his gate”.

or to agree that

“ God made them high and lowly,  
And ordered their estate”.

However that may be, poverty is now regarded as a failure of the Government rather than of the individual and no measure of reluctance in its relief is, therefore, admissible. For better or for worse, the ' stigma of pauperism ' in its old form is dead.



Old Age Pensions have been payable at 70 to those without, or with but very small, resources since 1908. The cost is borne entirely by the National Exchequer.

The first of the contributory schemes was the National Health Insurance Act 1911, which was established upon a three-party contributory basis as between the insured person, the employer and the State. This form of insurance has weathered the storms and is now well established on a firm financial basis.

This may perhaps be illustrated from the figures for the year 1935-6 when a total sum of £33,803,000 was received in contributions, including a sum of £5,622,000 from the National Exchequer, and in the same period a sum of £26,148,000 was paid out in benefits. In addition, of course, doctors and drugs are provided.

The total number of men and women entitled to benefits under the National Health Insurance scheme in England is now over fifteen million.

The second contributory scheme was Unemployment Insurance first established for certain trades in 1911 and extended from time to time since then, again on the same three-party system, but here the storms have been more serious owing to the industrial depression. At first, when large numbers of men came upon the fund, it was hoped that the depression was temporary only and an arrangement was made for them to draw benefit beyond the number of weeks to which they were entitled, but this made so heavy a drain upon the fund that in 1929 it was found necessary to tighten up the administration and large numbers were left outside the scope of benefit. For them a temporary arrangement was made to receive an allowance which was known as "transitional payment" and the cost of this was met from the Exchequer, although the money was administered by the local Public Assistance Authorities on the same scale as that in use for relief under the Poor Law. This was only intended to be a temporary arrangement, and it was not found satisfactory. Finally, an Unemployment Assistance Board was established to take charge of all those men within the industrial field who have fallen out of benefit but who come within the scope of the new arrangement by reason of having been at some time in insurable employment or able to show that, but for the extreme depression, they would have been employed.

Pensions were granted to the *Blind* from the age of 50 in 1920.

The Widows', Orphans' and Old Age Contributory Pensions Act was passed in 1925 conferring pensions at 65 upon all insured persons, and upon widows, and giving allowances to orphans under fourteen.

The bulk of the population in need of assistance, whether by reason of sickness, unemployment or old age, has now been transferred to one or other of the insurance funds. Nevertheless, there remains a residuum of persons falling between the meshes of all the nets which have been spread to catch those who have dropped out of the industrial machine and others for whom the measure of assistance available from insurance is inadequate, and these are still the care of the Poor Law.

As suggested above, there has always been a certain element of deterrence in the administration of the Poor Law, and perhaps the most burning question for consideration is still how far such an element should be retained and to what groups it is applicable. It can hardly be denied that there are persons too willing to live without effort, and for them it is undesirable to make the conditions tempting. On the other hand we are glad to know that no one in England need starve, and it may well be considered more serious to risk leaving an unfortunate person in want than to aid an unworthy one. The golden mean between the two extremes is what wise administrators will try to find.

### **Classification**

Within the framework of the central orders and regulations of the Poor Law Act and of local authorities, true, practice varies considerably. The differences are more noticeable in the granting of domiciliary or out-door relief than in the Institutions. These must of necessity make provision for such disabled persons as are, for one reason or another, unable to look after themselves and yet are not suitable for any special hospital or asylum. One of the purposes of the Act of 1929 was to encourage the separation of particular classes of persons from the Poor Law and to enable them to be dealt with under special Acts. For example, the Infirmaries which existed in each Union area are now being gradually appropriated and carried on under the Public Health Act. Nevertheless there seems to be little reduction in the number of inmates of the General Institutions, made up of those who are neither sick nor well, neither sane nor certifiably insane; in brief the misfits and waste products which civilization still leaves by the wayside.

Even among these, however, better classification is possible and desirable, and now that the acute cases have been removed from the Poor Law, the local authorities are giving special attention to the provision of homely quarters for the old people in which they may have a measure of privacy and comfort with their own small possessions around them. Cottage homes of various kinds

are being built, with kindly staff to care for the old people who are no longer sufficiently able-bodied to remain in the cottages which are provided under housing schemes at a low rent. Much still remains to be done in this direction.

### **Children**

Of all those coming under the care of the Authorities, I suppose there would be general agreement that the most important as well as the most interesting are the children.

As already stated, much was done for them even in the earlier times, but very much remained to be done, and in the gradual processes of development many changes have taken place. Briefly the most popular method has changed from large Homes for several hundreds of children with a school on the premises, to smaller houses and groups of cottages from which the children go out to the schools of the neighbourhood and mix freely with the children in the district.

The only resident schools remaining are in London and in two or three of the largest towns, and these have been so greatly improved as to be hardly recognizable.

The other method of dealing with the homeless child by boarding-out with a foster mother is one, of the merits of which experts disagree to a remarkable extent. If I might express a personal opinion, it would be that the method is both the best and the worst. The best when the foster mothers are carefully chosen and wisely supervised, otherwise the most dangerous. Some of our local authorities adopt the method universally for the children who are likely to remain permanently in their care, others declare that good homes are not to be found and that it is not so easy to place children who have been boarded-out in good employment. This last is, of course, one of the most important tasks of the Committees and their officers, and I am glad to say it is one in which they are, on the whole, remarkably successful.

### **Casual Wayfarers**

One other section of the institutional inmates demanding special mention is the Vagrants, or Casual wayfarers, who constitute a special problem.

It is difficult to say *why* some men who are unable to support themselves, prefer to tramp from place to place, staying one night or two and then tramping on again, rather than to go permanently into an Institution or even to receive an allowance of out-door relief. Whatever the reason, there is in England and Wales an army of some 10,000 of these homeless wanderers and for them

Casual Wards are provided with a tolerably adequate dietary and reasonable lodging and shelter. The men are required to perform a task of work and to remain two nights in one place. Every effort is made to divert them from a life of vagrancy and a voluntary organization has established some 15 training hostels to which any who are young enough, both in years and in vagrant life, to be capable of receiving training, are urged to go.

Special efforts are also made to persuade the older men to desert a life of aimless wandering and to settle down in an institution where they can have any necessary care and attention. In all these ways, a reduction has been made in the numbers in recent years, but there are still many who seem unable to settle down and who imagine they are looking for work, though few of them keep more than the most casual jobs. Special measures have been taken to prevent any of these tramps from taking children with them. Few women now remain "on the roads" and still fewer children.

### **Out-Door Relief**

I have purposely left to the end the most thorny part of my subject, because it is also the one giving rise to the most discussion at the present time and most likely to undergo further modification—I mean domiciliary or out-door relief. This is given in cash or in goods. Until a few years ago it was compulsory to give half in goods, but in response to a wide-spread demand, this rule was withdrawn. It is still obligatory however, for all emergency relief given by offices pending the meeting of a Committee to be given in kind. As already stated, the temporary maintenance of the unemployed has been covered by the Unemployment Insurance provisions, but it is clear that no insurance which is to be financially sound can undertake the permanent maintenance of persons who have once been employed but, having lost their employment are unable to find fresh work. Up to the time of the exceptional depression a few years ago, persons who fell out of the scope of the Insurance scheme could apply to the local Poor Law authority for relief, but in 1929, when many who were ready and anxious for work were unable to obtain it, parliament decided that it was undesirable for them to be driven to seek relief for which many of them felt a real distaste, and a temporary arrangement was made for them to receive what was called "transitional payment", the cost of which was met from the Exchequer, though the actual amount was calculated and paid by the local authorities on the same scale as that in use for the assessment of relief. As has been said, the practice of local authorities varies widely and, as



their duty is to ascertain the needs of any particular applicant and to relieve those needs, no fixed scale is prescribed. Practically all the authorities, however, have some guiding scales for the use of their committees and officers and in all cases the existing means, if any, of the applicant and his family must be taken into account. This would seem to be an obvious condition of the grant of assistance from public funds, but in England the question of what has come to be known as "the means test" has been hotly debated, both in Parliament and in the Country.

The temporary arrangement had two unavoidable weaknesses. A system by which locally elected authorities controlled the disbursement to several hundred thousand applicants of large sums of money for which they had not themselves to shoulder financial responsibility could not endure. Moreover, the anomalies which grew up under the system were incompatible with a scheme financed from central funds.

The Unemployment Act, 1934, brought these temporary arrangements to an end. It provided for the creation of one central authority, the Unemployment Assistance Board, responsible for the grant of assistance to all able-bodied unemployed persons who normally work for wages, according to their need.

Under the Act the Board was to take over its task in two stages. On the First Appointed Day it assumed responsibility for the transitional payments class whose needs had previously been assessed by the local authorities; on the Second Appointed Day (April 1st last) it was to take over, subject to a financial adjustment with the local authorities, responsibility for all the remaining able-bodied unemployed persons who normally work for wages.

The principle that in calculating any form of assistance, the needs of an applicant must be considered in conjunction with those of his household, and also the means available towards meeting those needs, has been maintained, and a scale laid down for general application which will, no doubt, tend to become the standard to which the local authorities themselves will also work.

It will thus be seen that few able-bodied persons will remain in the care of the local authorities though these will still have to assist a certain number of casual workers and others without employers, such as hawkers, small shopkeepers, etc. It is clear that their main responsibility for the future will be for those outside the industrial field, e.g. the old and infirm and the homeless children. The question of what is to be the future of Britain's earliest Social Service is one which I shall not attempt to answer, but a few things are clear. Special cases, e.g. the sick, the blind, the

mentally afflicted, can and will be increasingly dealt with under special powers. Is it possible altogether to abolish the Poor Law with its "Stigma", real or imaginary, or must it remain as, in truth, the refuge for the destitute? Can it, on the other hand, be turned into more of a remedial service, as is already the case with the children, and how can this best be accomplished?

I hope to have some enlightenment from the activities established in your country to meet needs which are in many ways similar, since human nature is much the same on both sides of the Atlantic.

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## BUILDING A BETTER AND NOBLER CANADIAN YOUTH

BY IAN EISENHARDT

Provincial Director, Recreational and Physical Education  
British Columbia

WHEN on November 9, 1934, the Minister of Education, the Honorable G. M. Weir, created a Department of Recreational and Physical Education which was to provide free leisure hour activities for the young people of British Columbia — both in the cities and in the rural districts — the minister was answering a need which had been neglected in Canada for a long time.

From all sides requests and demands for such a service had poured into the minister's office, urging him to do something which could assist the young people and help them to keep their morals high during the time of depression and unemployment.

A programme of sports and games as well as physical education was drawn up by the Department of Recreational and Physical Education for 19 different "provincial recreational centres" in six different cities and districts in the province. The programme consisted of basketball, volleyball, table tennis, gymnastics, tumbling, dancing, boxing, wrestling, weight-lifting, group games, etc.

During the first winter season, 1934 - 35, 2768 young men and women enrolled in the classes. There was a total attendance of 40,463 during the season. In the summer of 1935 a short programme was sponsored on the playing fields and beaches of Vancouver. Fifteen hundred enrolled and 985 attended regularly. The total attendance during the summer was 6738. Out of the number who enrolled, hundreds were taught to swim and dive and over 145 life-saving awards were gained, which placed the Department second in the province among organizations teaching life-saving.

At the opening of the 1935 - 36 winter season, the young people rallied to the centres once more, of which there were 23 in 11 cities and districts in the province. The enrollment during the second winter season was 4535, of which 2211 were men and 2324 were women. The total attendance was 54,298. At the end of each winter season final displays were held in each district where centres were located. In many places, these displays were real highlights and were witnessed by thousands of people.

The third winter season 1936 - 37 was even more successful than the previous seasons. 10,481 members registered in 58 "provincial recreational centres" established in 23 cities and districts. The centres graduated from an experimental stage into more set lines and established itself as a permanent institution of the Government.

Prior to the winter season, a group of young members of the centres, and instructors, toured Vancouver Island to display our activities.

The Department has also a weekly radio broadcast, as well as a monthly newspaper, with a circulation of over 6,000.

During this last season, the Department won the Bessborough Cup emblematic of the championship in life saving.

The definite policy of the Department is to extend and to make available to the greatest number of people, our present recreational facilities, and develop new ones. To extend into communities where hitherto no recreation has been conducted, an understanding of the importance of supervised play is another aim.

As well as the actual classes which were held, special competitions were staged throughout the province during the seasons. The variety of these allowed the participation of every member in them. Among the major competitions were: Cross country race, track and field meet, swimming and life saving gala, gymnastic competition, table tennis championships, weight-lifting championships and boxing contest. In all of these competitions there was a large entry list.

Although it is during the winter season that the service of the centres is in the greatest demand, summer programmes in certain districts, consisting of cricket, tennis, life - saving and swimming, as well as archery, are carried on.

Realizing the great need there will be for leaders of health and physical education and recreation in the future the Department is staging summer classes, for six weeks, every summer and this term over 120 teachers and leaders enrolled.

#### **Additional Centres Asked For**

More than 100 new requests have been received for the establishment of additional centres, some in districts where we are

operating, some in districts where we are not operating at present, and although the appropriation has been increased by another \$10,000.00, it will be impossible to fill the need of all these demands; but it is proposed to operate between 75 and 80 centres this coming winter.

Broadly, the scheme may be described as one to extend to all classes certain physical advantages that formerly were enjoyed by only the more favoured.

The State is interested in the mental as well as the physical health of its people. You cannot have a healthy mind without a healthy body, but neither can you have a really healthy body without a healthy mind.

The mere athlete, as Plato observed, tends to be a sleepy sort, and is on a slippery edge in respect of health; and the Greek ideal of an active, healthy body postulated a corresponding activity of the mind. It is a scientific fact that the value of physical exercise increases in proportion as it engages the active sympathy of the mind.

When the Government launched the British Columbia Physical Training Scheme, the women were not forgotten. Physical fitness of our young women is no less important than that of the boys. And the women have availed themselves of the opportunities afforded, and today outnumber the men members considerably.

It is a Government responsibility to look after the welfare of its young people and to provide for them those activities which will form good habits, teach them fair play and build good citizens. The Government should organize and promote these centres in the province. You will find some of the spirit of the famous folk high schools in these centres, although they deal purely with the physical aspect of life. The centres do not dictate to the youth. The youth who enroll are supposed to learn to organize themselves, and to learn to act upon their own initiative and to learn the rules of health habits.

The work of the centres is to provide an inspiration, to give advice and to assist in organizing, and also to induce those who, for various reasons, would be unable to take part in sports and games, to join in the wholesome activities which the centres provide.

FACTS SHOWN BY FIGURES				
Centres				Attendance
No.	Season	Registration	Attendance	Spectators
19—	Winter, 1934-35...	2,768	26,513	13,980
15—	Summer, 1935 ...	985	6,738	5,550
24—	Winter, 1935-36...	4,535	42,855	11,443
22—	Summer, 1936 ...	1,371	11,065	40,407
58—	Winter, 1936-37...	10,481	108,430	63,411

## PLACEMENT OPPORTUNITIES FOR THE EXCEPTIONAL AND PROBLEM CHILD

An Address by Miss Kathleen Gorrie, Executive Secretary, Protestant Children's Homes of Toronto, to the Division of Child Care and Protection of the Canadian Welfare Council, Tuesday, June 1st, 1937.

**A**BOUT ten years ago, eleven to be exact, when the Protestant Children's Homes was reorganized and discontinued institutional care in favour of foster home placement, the Board of Directors decided that only children who were normal, physically and mentally, should be accepted for placement in foster homes. This new method of care was unfamiliar and untried and they were naturally doubtful that proper homes could be found for even the most attractive and tractable child. They knew from bitter experience how difficult it was to get rid of the defective, handicapped or bad child, once you had them and having made some arrangement for those already in the institution, they did not want to take further risks. In contrast to this beginning our policy today is to admit any child who will benefit from the care we have to offer. The result of this policy is that within the last few years more children have been admitted to our care because they presented health and behaviour problems than for any other reason.

This wide swing in policy, from the care of normal to the care of exceptional children, did not take place suddenly because of a change of heart or a right about face upon the part of our Board of Directors, but developed gradually as our experience with the placement service grew and we realized what excellent opportunities it offered for the treatment of difficult children. We discovered the salutary effect upon a child of a change to a friendly environment and the release from certain tensions arising from strained relationships. And furthermore we learned what fine, kindly, understanding, intelligent women there were in our community ready to work with us in helping these difficult children.

### Health and Behavior Difficulties

As a matter of fact our policy of only admitting the normal child did not protect us from difficulties as we had hoped. We soon found that these supposedly normal children were normal children, extremely difficult to manage at times and presenting the usual variety of behaviour difficulties common to all children. The children who had had long periods of institutional care did



not fit easily and happily into family and community life. As we were relatively inexperienced we naturally sought the help of the behaviour clinics to advise us and the foster parents. We were impressed as were the staff of the clinics with the co-operation of the foster mothers and their willingness to act upon suggestion and to work with and help a child. The next step was for the doctors and the psychiatrists to ask us to provide a foster home for some child who in their opinion needed what the foster parents were giving our children. Being a private agency, free to determine our own practice, we were naturally ready and anxious to respond to these requests and have continued to do so. Last July, as you will appreciate, is not the easiest month of the year in which to arrange difficult placements. With depleted staff and holidaying foster mothers we admitted four of these exceptional children. One was a little girl from the Children's Hospital where she had been intermittently for nearly a year. She was a serious diabetic and to complicate matters, she was a Gypsy with a colourful and devoted family connection.

One was a boy of seventeen from the Psychiatric Hospital under several months observation as incipient dementia praecox, one was a girl of fourteen from the Children's Hospital to which she had been transferred from a Mental Hospital. She was a serious hysteria case, unable to walk without assistance although there was no physiological reason for this inability. The fourth was a fifteen year old girl referred by the Orthopedic Clinic of the Children's Hospital who required daily physio therapy and hydro therapy treatments following a series of spinal operations performed at intervals during her childhood. She was also suffering from chronic asthma and was on a strict diet for this condition.

These cases are cited to illustrate the sort of placements which are possible and it is worth while noting I think, that all four children are still in the same foster homes in which they were placed upon their admission nearly a year ago. The little diabetic has not had any coma or relapse of any sort but has gained nicely—the neurotic boy has attended school regularly with commendable success although he is still peculiar—the hysterical child not only walks half a mile each day to and from school, but is taking tap dancing and our young orthopaedic patient has gained thirty-five pounds, is no longer on a diet and returns home at the end of this month to take a job, as part of the case work plan to off set the danger fostered by her parents, of her developing or rather re-developing an invalid complex. Lest you suspect me of boasting I hasten to add that all our efforts are not crowned with such

gratifying success. We have our failures, some of which I shall discuss later but in our opinion even one success such as these, will demonstrate the value of foster home placement of the exceptional child.

### **Some Special Cases**

Before considering the methods by which foster homes for exceptional children are selected and how the co-operation and interest of foster parents may be secured, it would seem to me to be advisable to enumerate several more types of cases for which foster home placement is possible. Frequently we are asked to give post operative convalescent care for a child, where the home cannot provide it and prolonged hospital care is expensive, unnecessary and undesirable, or we may place a child with a heart condition where sufficient rest is not possible in the child's own home because of over crowding or because the family lives in a third floor apartment and the moving of the family is impossible at the time.

We have also placed a child who had to be strapped on a frame for a year following infantile paralysis and whose foster mother took her three times a week to clinic for treatments in addition to supervising her daily gymnastic exercises. The happy ending of this story was the adoption of the child by the foster mother although the placement was originally for boarding home care. At present we have several children in foster homes, unable for health reasons to attend school, but receiving their education from Board of Education Visiting Teachers. We have placed epileptic children, the most difficult of all to care for, with temporary success, that is to say, placement can be managed for a short period if there are not accompanying behaviour difficulties which unfortunately there are so frequently.

### **Wide Range of Problems**

Behaviour problem placements are asked of us more frequently than health problems. The seriousness of the behaviour difficulties range from the thoroughly spoiled child to the serious sex delinquent. In practically all of these cases the difficulties can be traced directly to the growth of the irregular, immoral, unhappy, insecure home or to faulty child training. Because of this even though the child may have a long court record, the difficulties frequently clear up or rather never appear after placement in a wholesome home environment. We have found from the survey which we made of the placements of behaviour problem boys over a period of three years, that this happens in the majority of cases. In that period, out of forty-five problem boys placed, most of whom were referred

by the Juvenile Court, only five were definite failures and two of these were boys of low grade mental defects, placed by us at the request of the Ontario Hospital.

The Neurological Clinic of the Children's Hospital and the new clinic of Psychological Medicine refer many interesting cases to us of children with faulty habit training, food idiosyncrasies, resulting in dangerous malnutrition, tics, speech defects and so forth. Most of these cases require on the average at least a year. The teen age girl delinquent, or behaviour problem is the most difficult of all to place, especially if there is a sex problem, as foster mothers rarely like to face the responsibility involved.

Sometimes, though not often I regret to say, we have the pleasant task of finding a foster home for the exceptionally gifted child. Our task here is the same as for the handicapped child — to place him or her in a home where his needs will be met — his need for affection, good physical care and encouragement. Very often this fortunate child's particular need is for simple, wholesome qualities in the home. That was the case with a brilliant boy of fifteen whose intelligent mother asked our help a year ago. He had never known a real home, he had lived in boarding houses or rooming houses or hotels. He had no sister or brother and his mother and his aunt were almost elderly. He is not only intelligent but unusually talented and his talents and exceptional attractiveness make him almost too popular socially. The foster home had to be congenial with a steadying influence and has proven to be so. He is devoted to the little daughter of the house, the foster father drives him to his engagements and takes a fatherly pride in him while giving him sound criticism which the boy accepts and respects. Socially the boy has had the advantages which the foster parents have not had but they are thoroughly intelligent and appreciate the boy's exceptional mind.

### **How the Foster Home is Found**

The invariable question as all of you who place children know so well, is always where and how to get the foster home. We do not make any special search for the foster home for the placement of these exceptional children, the selection procedure for the placement of the problem or exceptional child is exactly the same as for our other children. The placement conference is called, the Homefinder proposes homes which she has available and which she thinks suitable, the needs of the particular child are carefully considered as the case is presented and each prospective home is evaluated in relation to those needs. Naturally compromises must be made. Rarely does the home fit in every respect. But the

essential things are insisted upon while a chance has to be taken with minor drawbacks. In this connection we are of the opinion that where a placement does not work out, it can be traced to our failure either to make sufficiently careful choice of home or, to the fact that when the placement was discussed we really did not have a suitable home available and took second or third best. Making the decision as to what home is best for the child is only the first step and the least difficult. We must then try to persuade the foster mother that she is the best person to care for this problem child. She has probably asked for a fair haired, blue eyed little girl or for a little lad to play with her own boy. The Homefinder and the Admission Worker, or the Visitor who is to supervise the child then proceed to sell the idea to her and to the foster father and usually succeed. They must succeed, however, not by over-ruling the foster mother's objections, by forcing the child upon her,—that would doom the placement to failure, but to appeal to her sympathy and to interest her in undertaking a difficult but worth while task.

### **Responsibility of Supervision**

Next in importance to the selection of the foster home, perhaps I should say of equal importance to the selection of the foster home is the supervision of the child in that home, which requires co-operation between foster parents, child and supervisor, and often the most difficult and trying factor, the child's parents,—in working through the child's problem and his adjustment in the home, school and neighbourhood. It is here that the relationship between the staff and the foster parents is of such vital importance. It is all important. It is my opinion that the placement of exceptional children is impossible unless there is a fine rapport and understanding of similarity of aim between foster parents and the agency. It is difficult to describe just what this spirit is, but it is a very real thing. It depends of course upon the personality, skill and integrity of the social workers and their relationship with each other as well as with the foster parents. But it can and should be stimulated by foster parent organizations, and formal and informal gatherings of staff and foster parents. The foster parents should be regarded and treated as staff members, and encouraged to recognize themselves as such.

The relation between the child and the supervisor is also of extreme importance, particularly with the older children. The exceptional child is apt to be more self-centered than the average child, he is not as easily known and is likely to resent supervision, particularly the behaviour problem child. With all our older

children we are aware that they may regard supervision as "snoopervision", and we endeavour to make the relationship between the supervisor and the child as natural as possible. With this in view we have organized group activities in the office for the older children. This is carefully planned not to conflict with any of the child's neighbourhood activities but to supplement them. We have no hesitation about competing with the Saturday movies so our Girls Groups are held on Saturday afternoons. The girls from ten to twelve, form one group — from twelve to fifteen another. The older group spend half their period in craft work or dramatics and half in sewing or knitting while a talk is provided on current events, "books to read", the art of dressing, budgets, etc.

The younger group divide their period between group games and tap dancing and sewing on a joint project. This winter it was a crib cover to be sold at their closing party to provide club funds. For the boys, most of whom are problem cases, a work shop is being set up in the basement. A large storeroom has been cleaned up, brilliantly painted and calsomined by the boys themselves who are also to build work benches and install lights under the direction of several of the foster fathers who are skilled mechanics. Soon we plan to have a small motor and a metal lathe. To this work shop the boys may come on certain evenings, Saturdays, and after school hours when one or other of the men on the staff, or a foster father will be in attendance. It's a small beginning with a rather too ambitious aim perhaps as we hope that we may find through it directly or indirectly some clue to the interests or talents which the boys and girls may have. While these activities are not only for our exceptional children, they do participate in them and the closer, friendlier contact with their Visitor in our opinion is of inestimable value in understanding the child and in helping him or her to a satisfactory adjustment in the correction of difficulties.

### **Specialists Help in Child Study**

Supervisors and foster mothers frequently need the advice and assistance of the specialist in dealing with certain situations with which they have been unable to cope and on which they want expert advice. They can turn in such instances to the staff doctor or the staff psychologist who can, if necessary seek advice from outside sources such as the hospitals and behaviour clinics. Where the case has been referred by one of these clinics, follow up consultations are naturally arranged in most cases. This intensive individual study and treatment planning between foster mother, worker and specialist is of undoubted value and absolutely neces-



sary but we believe that the foster parent meetings and Parent Education Groups where the foster parents learn a good deal of which they were formerly quite ignorant regarding child care, child psychology, child training and the value of recreation and creative activities for the child, form a background without which the directions of doctors and psychologists have little meaning. Without meaning, without understanding, these directions may be followed through automatically and lifelessly, but if so they are much less effective.

In spite of our most sincere efforts we make our mistakes and have our failures. This paper has perhaps been stressing too optimistic a note, but frankly in my estimation it should do so because I believe the placement opportunities for the exceptional child are excellent. But I should not like to give the impression that our work is easy, perfectly carried and always crowned with complete success. Of course it is not. It is extremely difficult and we have a goodly proportion of failures. The failures, however, usually leave us, and the successes remain both in our care and in our memory for longer periods which no doubt explains my having talked more about them. While I do not wish to close on a note of failure and difficulty it might have been better to have begun there and ended up in a blaze of glory. I shall point out some of the major drawbacks.

### **The Way is Not Easy**

In the first place we never or rarely have enough homes available for use from which to make our choice. We have to make more compromises when it comes to the actual placement than we intend to when we plan the sort of home we think our exceptional child needs. The foster home too is not as controlled an environment as you sometimes desire. You want desperately to be sure in some cases that the routine or the method which the doctor or psychiatrist has recommended is being carried out to the letter — and you cannot be sure unless you are continually on the spot or the child is under observation and direction of an expert. Incidentally we have recently found one way round even that difficulty as in one case the Visitor — who is a psychologist in training, has gone to live in the foster home for a two or three week term. Ostensibly to recuperate from an illness, really to study the behaviour of one of our very difficult lads. A third drawback in the foster home method of caring for the problem child is that you often cannot keep them long enough to start your treatment. The run away child cannot be deterred from continuing this habit in the foster home — to attempt to do so would only aggravate his problem. Many run aways never attempt

to leave the foster home after placement — it all depends on the cause of the problem in the particular case and the extent to which it has become habituated. But if it is a complex or deeply rooted habit, a training school or an institution which can make the get away a little more difficult would seem to be desirable.

We have had two cases of this type this year — one of a little lad of nine, intelligent and attractive from a comfortable home but not a happy one for him as he was the cause of a forced marriage. It was his habit to steal substantial sums of money if they were anywhere available and leave home on a long trip. He was sent to us for placement from a city several hundred miles from Toronto. We placed him in several homes from which he ran away, then to camp for his holidays. He enjoyed camp, did well there and made no attempt to leave. He came back to the city, was placed in a new home, in which he was undoubtedly happy, but after two or three days he skipped. He came back that night after midnight and not attracting notice, took a blanket from the clothes line and disappeared again. When located he asked to be sent to some place like the camp where he would be busy all the time and could not think about running away. He claimed that his stealing and running away were impulses.

A few weeks ago we admitted a girl from the Training School at Galt, a serious sex delinquent. She had escaped from the school three or four times, and on one occasion staged a mass elopement. When the request came to us for her admission she was in the Ontario Hospital in Hamilton under observation. The only alternative to a placement was the Industrial Refuge. We had practically no hope of success but we agreed to try it — to take a gambler's chance. After two nights she ran away from her foster home but went to her Visitor's home to report. She was taken that night to another foster home which she left the following night and she has since been located in her own home town in Northern Ontario and is being returned to Galt for commitment to the Industrial Refuge.

We would re-admit her or a girl with similar difficulties again if asked to do so, because some time with one of them we may succeed and if we fail no harm has been done so far as we can see. It is like the famous brain surgeon who knowing the patient will die if he doesn't operate, performs the operation in which there is only one chance in a thousand of success. We can never know it seems to us, but that our very willingness to give the child a chance, even though he does not accept it and make good then, may have some influence upon the ultimate course of his life. More discouraging than these, however, are the cases where the parents

contribute to the failure and this frequently happens with your health and behaviour problems. The foolish over anxiety and over solicitousness of the parent has created the difficulty which has led to the recommendation that the child be removed from his home, and this same over anxiety and misguided devotion leads to the parents' constant suspicion of the foster parents' care and interference in their efforts to help the child. In these cases too in spite of repeated failures we feel impelled to continue to accept them on the off chance that we may be able to control the situation long enough to attain at least a partial success.

If this paper has been too limited in its approach to this question being based solely on the experience of our organization, I must beg as my excuse or justification that I had very little time in which to prepare, I was asked to illustrate from my own work and mainly that I know very little of any theory or general principles in this matter but can only discuss with any confidence the reality of our own experience in the Protestant Children's Homes.

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## THE HABIT OF NOT TAKING THE USUAL FOR GRANTED

**I**T was William James who said "However skeptical one may be of universal truths, one can never deny that philosophic study means the habit of always seeing an alternative, of not taking the usual for granted, of making conventionalities fluid again, of imagining foreign states of mind. In a word it means the possession of mental perspective", and an example of what he has indicated has appeared recently in the Council office. In a copy of the *Lethbridge Herald*, in the June 19th edition, there is an article by Kathleen Collins of the Coaldale Consolidated School Staff, under the title " 'Radio School of the Air' is New Trend in Education".

To push the story back in time a little, and to connect it more closely with ourselves, it was during the winter months that we received a letter from the Manager of CJOC asking for suggestions about material suitable for a primary programme. This must have been in the early days of the newly developing project, the first of its kind in a Canadian province, for CJOC was the first Canadian radio station to carry daily school programmes.

Although for generations school has meant the pupil, the teacher, a desk and a blackboard to many minds, what can be transmitted to the pupil depends on the teacher and on the resources providing her with material to be inscribed on the

blackboard. In the rural communities, typical of the province of Alberta as of our other provinces, there may be few books and little else in the way of easily available illustrative material. With the advances that have been made in our conception of education, we realize that what is taught must be not so many facts to be learned by rote but information and knowledge made vivid and so connected with life that the pupil can absorb and know their meaning. Recently revised school curricula have made such a programme one of their aims. Instead of segregating each subject to so many minutes a day, without associating it with any other subject, an effort is made to learn about it as it is associated with actual living. Geography and history, for instance, can hardly be separated, and the study of literature should be woven in and out among them. Art and music to a similar degree are part of a study of people, and all of them have a bearing on the maintenance of mental and physical health.

### **A Radio School of the Air**

In Alberta, the curriculum is an ambitious one and a challenge to the teacher. In the isolated, ungraded school it is a challenge that is difficult to meet because of the time element and the lack of outside contacts. From this need has grown the "Radio School of the Air", reaching some seventy rural schools that are equipped with radio in southern Alberta, and bringing to each group dramatized, enriched, accurate material that adds interest to school work and real life values to what might so easily have been just printed words on a page.

Planned by the educational group, with the cooperation of the radio station and the technical services of the announcer and the engineer, making use of the experience of similar efforts in Great Britain and the United States, and material supplied by libraries, travel bureaus and several associations, and with criticisms and suggestions from the teachers using the programmes, a very sound instrument has been developed. It has been arranged to follow the curriculum through the year, has observed days of special celebration, and responded to the needs of different age groups. To quote Miss Collins :—

"The Tuesday programme was in two divisions. In the first part Dr. Ned gave practical health hints to his class of boys. The subject-matter contained in this series was listed as social study material. Its presentation as told by quotations of actual experiences in the life of the doctor, served to impress the pupils with the importance of health to happiness. Following the series has been more than an adventure to

the boys and girls, it has been of intense value. Instances have been related where actual use was applied from the programmes. One young boy who extinguished a fire and saved a baby from painful burns, claimed that he was acting on Dr. Ned's advice. Two other lads gave first aid to several people injured in an accident, and by clear thinking and quick action saved the life of one of the men. "We listen to Dr. Ned every Tuesday", he stated when asked how they had known what to do."

### **New Teaching Service Enthusiastically Received**

In writing her story of this project, Miss Collins has brought out vividly the importance of the leadership and the contribution of certain individuals, but has gone on to show that emphasis on the programme as a teaching service has never been overlooked. Helpful outlines are prepared for the listening teachers to aid them in making the most of the broadcast; pupils are encouraged to prepare individual or class records of the programmes, and programmes are being developed in dramatic form in which the children themselves take part, not as an unchanging cast but drawn in turn from the whole group according to their ability.

Throughout the series of lessons the broadcasts have been original and accurate, an admirable substitute for the reference books that would otherwise be required, and many times more vital. After six months experience this year, with definite evidence of success, the intention is to continue with a new series next year.

The courage of a small group who refuse to continue "to take the usual for granted", has pointed the way to a manner of teaching, the emphasis of which is much more nearly "education" than "instruction", and one may well suppose that those pupils who have enjoyed the new experience will as a result possess something of a "mental perspective".

F. Y.



## PROBLEMS OF UNEMPLOYMENT AMONG WOMEN

"PROBLEMS of Employment and Unemployment Among Women" was the subject of a brief submitted by the Montreal Council of Social Agencies to the Women's Employment Committee of the National Employment Commission several months ago. The following review, which could not be carried in the last issue of this Bulletin, will be of interest to groups in other cities studying this question.

The committee which made this study for the Montreal Council found that in July 1936 14,311 female wage earners of 16 years of age and over were receiving unemployment relief through the Montreal Relief Commission. The committee believed that an almost equal number were unemployed, though not on relief. These figures were of a given date and the numbers would, of course, be greatly increased over the period of a year. The 14,311 women on relief were against a background of the 1931 Census figure which indicated a total of 291,836 females in Montreal 15 years of age and over, of whom 71,486 were classified as wage earners.

These women on relief fell into three main groups, the committee found — the skilled unemployed, the unskilled, and the unemployable. It was the feeling of the committee that careful classification of groups was essential to an understanding and treatment of the problem. As conditions improve, the more competent skilled women will be reabsorbed into occupation, the committee felt, and it was recommended that the problem of unskilled surplus labour in the women's field might be influenced by a programme which included :

- (1) Efforts to secure compulsory school attendance in at least the elementary schools.
- (2) Provision of adequate facilities for vocational guidance and training, beginning in the school system.
- (3) Better enforcement of the child labour laws and the raising of the working age.
- (4) Development of continuation and technical training schools.

The committee suggested that, in view of the shortage of adequately equipped domestic workers, schemes similar to that directed by the Y.W.C.A. in Montreal should receive government support and encouragement, and that other such courses be developed. It was also suggested that much might be done through Women's Institutes to encourage an improvement in the lives of domestic help in the country, and thus stimulate a farm girl's initiative in maintaining herself in the country.

In regard to the unemployables, the report stated : "The vast majority of such unemployables must be regarded as a permanent burden on the community. . . . . It is recognized that these handicapped women represent essentially individual problems."

"As time goes on," the report added, "it is hoped that as a result of increased understanding of mental hygiene by parents and schools, and by early vocational guidance, the number of 'unemployable' women will diminish."

The close relationship and responsibility of the Employment Service in this field was also recognized. The report suggested that a really effective Employment Service would require (1) specially trained staff, (2) separate departments to deal with various classes of workers and for juvenile placement — and arrangements for closer contact with employers so that specifications for jobs and opportunities for placement may be known. Provision was suggested, probably also through the Employment Service, for research into such matters as seasonal unemployment, displacement of workers by technological changes and possible retraining schemes.

The committee attached to its report a memorandum on domestic work, dealing with the problems involved in persuading girls to choose domestic work, and advising that they should get adequate training for this work. The memorandum also recommended the interpretation to prospective mistresses of the problems of the girl with the object of securing fair conditions of work and wages.

The final recommendations of the committee were as follows :

"That Government-supervised training centres be established across Canada, which would give certificates rating the ability and qualifications of the trainee;

" That a reasonably elastic standardization of conditions of work, maximum hours of work and minimum rates of pay be required by employment bureaux placing 'certificated Household Workers', thus educating the public and popularizing the training;

" That employment bureaux be allowed sufficient time and money to analyze their work and keep training centres informed of trends in this field."

In arriving at the above conclusions, it was stated that the committee had given considerable attention to schemes already in operation and to analyzing costs and making recommendation as to the types of girls best suited for such training centres.

B. T.



## FAMILY WELFARE AND RELATED PROBLEMS

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### MACHINERY FOR REFERRAL BETWEEN PUBLIC AND PRIVATE AGENCIES

An Address by Miss Jean McTaggart, Executive Secretary, Family Service Bureau of Hamilton, to the Family Welfare and Public Welfare Divisions of the Canadian Welfare Council, Ottawa, June 1st, 1937.

IT was at an Annual Meeting about five years ago that a speaker took the analogy of two roads, running parallel and near together, with frequent connections between, to illustrate his idea of the relationship, one to the other, of public and private family agencies. That thought made a deep impression upon at least one of his listeners, at a time when more or less generally throughout the country there existed confusion of mind concerning even the immediate future of private family agencies.

Continuing the analogy a trifle further, it would seem only logical and sound that in the basic foundation of these parallel roads, if services are to be interchanged, there should be, on the part of each toward the other, confidence in the honesty of purpose and ability to carry their load in the best interests of the users—namely, the families in need of help. One of the first steps toward this end is for the members of both agencies to use every opportunity to become personally acquainted with each other. Haggling over a crochety family problem face to face is so entirely different from “voicing” it over the telephone. Not only does this habit of personal conference give an opportunity to see the twinkle in an eye, even if the tones are brusque, but it advances common understanding.

It is so very easy to be critical and such a temptation to blame the other fellow. It could not but help our working relationships tremendously could the grumbler by some magic art be transferred automatically to the other fellow's shoes for a spell. I humbly confess to grumbling very often over some of the policies of our own public department, even though having had the advantage (and not by any magic art) of having stood—yea, having walked many miles—in shoes such as theirs. Those of us working in private volunteer agencies, with freedom to experiment and diverge from rule, must keep before us the fact that any civic

department can only go as far as the tax-payers, or their elected representatives, will permit. They are hedged about with rules and regulations and often hampered by civic officials in ways absolutely beyond the control of the Welfare Administration.

### **When Should the Public and Private Agency Become Jointly Interested?**

The above reference to talking over crochety family problems brings forward the questions when, why and how should the two agencies become jointly interested in the same families or, reverting to our analogy, when, why and how should the traversing by-roads between the two main highways be used.

In the first place, they should be well worn by-roads, used by each for the betterment of those for whom they are in existence to serve. In the agency dealing with a vast number of relief recipients, particularly if these recipients must use a central distributing depot, there too often exists a callousness on the part of the staff toward the feelings of these unfortunate members of society. He is a wise executive who sees to it that those of his staff, who deal directly with applicants, are given the opportunity to visit from time to time the homes of the latter, in order that they keep aware of existent handicaps and retain a sympathetic and understanding outlook.

It is surely deplorable enough that so many persons have grown accustomed to being questioned, then catalogued and filed, like so many pieces of furniture, but infinitely worse that, even if they have the appearance of antiques, they should be treated as though devoid of all feelings. In 1932, in the days of long queues, a man suddenly, while being interviewed in our office, broke into tears. When he regained control his shamefaced explanation was: "No, it wasn't the standing in line, or what was said to me I minded, but it was the way of saying it that hurt—like as if I was a sneak thief. I guess my nerves are wearing thin." Yes, respect for personality is very important and apt at times to be thoughtlessly forgotten in the rush and pressure of a busy department. "I can't bear the thought of being put down as a 'case'," said a little woman with Highland blood in her veins, who had been offered much needed help by a private agency. "I overheard someone ask whose case Mrs. So and So was." To us merely a convenient term, but to the person concerned, a thing of significance.

Therefore, is it not important that when a family situation is recognized by one agency as requiring the service of the other, and this is agreed upon by both agencies concerned, either by conference or otherwise, that the family, in all fairness, be con-

sulted about the matter before any definite plan of action is decided upon, just as a patient would be consulted by his physician before calling in a specialist? By so doing, also, the approach is made easier for the second agency and an opportunity thereby provided for breaking down any existent prejudices or misunderstandings. Failure to consult the client may very easily mean for the co-operating agency, the combating of such serious obstacles as resentment, possibly taking weeks to overcome.

### **Knowledge of What Other Agency Has to Offer Essential**

Before making a referral, there must necessarily be knowledge of what the other agency has to offer that would meet the need existent in the particular family situation. Not long ago, in discussing this point with an official of a certain city, it was obvious from his remarks that his conception of the private agency was merely as a subsidiary of the public agency and its function was the giving of material relief where required for a short time only, and where the relief needed was of a different nature from that supplied by the public department; such as, for example, supplying of work tools or of housekeeping service.

There is surely no better method of explaining the individualized service concerning "other than relief needs" than by actual demonstration in a situation known to both departments. In centres where this specialized case-work service is an innovation, it may quite naturally take some time before it is accepted and used, other than skeptically, by the older family organization. To take thought of the family's good, over and above the strictly economic angle, may even be an entirely new venture. I have mentioned referral "after case conference or otherwise". The method of the public and private agencies in a city holding regular case conferences on individual cases has been, I believe, carried out with no small degree of success.

### **Some Considerations in Referral Policy**

In the city with which I am most familiar, by far the larger number of referrals are from the Public Welfare Department to the private family agency and take place after discussion by the visitor of the former with her supervisor, who then talks over the suggested referral with the Family Service Bureau district visitor. Initial contact of the latter is after the client's consent to this referral for special service has been gained by the first visitor.

From the point of accepted responsibility for interest on the part of either department, I cannot stress too highly the value of team play. Voluntary assurance, on the part of the referring



agency, of its willingness to be of assistance in any plan that may be decided upon, in the interests of the family in question, is not only an incentive but very real and practical support in the carrying out of constructive ideas. And it is here that the official with breadth of mind and visionary powers, or shall we say, with ability to see beyond his or her nose, can make all the difference in the world — even a little elasticity of rule, a little on the experimental side for the sake of social well-being, may do the trick.

May I here give two illustrations? The Public Welfare Department visitor had sensed a growing tenseness in the relationship between Mr. and Mrs. Gray (not their real name) and had been hearing of misbehaviour on the part of one of the two children. The visitor's supervisor discussed the circumstances with the supervisor of the voluntary agency, to whom the family was unknown, saying that their case file would be available for consultation. This file was then read and the visitors of the two departments talked over the situation. Mrs. Gray was visited shortly afterwards. She said how grateful she was to her "relief visitor" for taking such an interest in her: she had not known much about what the new visitor's agency did. She was by no means an easy person to deal with, highly strung, full of nervous energy and set in her ways; and the new visitor also had a feeling of gratitude that the way had been paved for her approach. It turned out to be a case where at least temporary separation of husband and wife seemed advisable and, in completing this mutual agreement, the public department gave valuable aid. Later, when Mrs. Gray obtained part-time employment with sufficient remuneration to make her independent of city vouchers, certain concessions were allowed for a time in order to give her a decent start.

The other illustration concerned a family where the mother had no idea of method or system in her work and the constant muddle was the source of increasing friction in the house. When every other remedy had failed, it was suggested by the private agency that the mother, with her two preschool children, be admitted for a time to a local institution, where training would be given her. The idea at first met with anything but favour by the Welfare Commissioner, who, however, agreed to try it out.

Both of these illustrations meant departure from ordinary procedure, and in the latter, considerable expenditure of money for doubtful returns. As it happened, it proved a very worthwhile investment, but the point is that, if one agency had not had confidence in the other, such co-operative procedure would not have taken place. Also it is, I should say, of utmost importance that in the initial case conference or initial discussion between

representatives of the two agencies regarding a family to receive co-operative aid, there should be a clear understanding on the part of both of what each is to do. If one is to undertake case work service to the family, then the other should refrain from giving any such service, except by request or consent of the other. If one is to take care of relief, then this should not be supplemented without the other knowing of it, else there are bound to be complications. With the progress of treatment of the family problem, occasion might necessarily arise for case conference, including other social agencies in the community, and see to it that these are business-like procedures with minutes, and copies of these minutes later provided those agencies represented. In these days of selective case loads by private agencies, necessitated by restricted budgets and short staff, the city is fortunate that has a public department with a case work division.

### **Interpreting Cooperative Methods in the Community**

I believe in having the co-operative methods, just outlined, generally known to the public, and have used every opportunity to put them forward, by means of the press, public addresses and any other possible way. Also, to interpret to the client the services each agency is to offer. It is worth while to observe such common sense wayside signs (reverting back to our road analogy) as always to deal directly, at the beginning anyway, with the executive in charge rather than, without first talking it over with him or her, going to a "higher-up", to support the other agency in talking with clients, even though there may be a mental question on a particular matter; private agencies to refrain from giving assistance to a family which has been refused relief, or cut off relief by the public department, until it has been discussed with that department, and let them know what you decide to do in regard to giving such assistance; and do not condemn until you have the facts of the case.

The fact that there is good team play between these family agencies in a community does not imply they should be like purring kittens in a basket. When they reach that stage, they should be drowned in disapproval. But is there not merit in agreeing to disagree, for the time being anyway? There are bound to be differences of opinion and many requests on both sides that cannot be met, but there is something to be said for accepting a compromise cheerfully with a hope for more next time. There may be feelings at times over non-recognition of certain basic principles of social work, but perhaps the resultant consequences may be the most convincing argument regarding their importance.

The private agency, with its comparative freedom of action, should be alert concerning detrimental rulings or practice, and endeavour by education of public opinion or influencing the powers that be to bring about constructive change.

Mr. B. E. Astbury, Assistant Secretary, London C. O. S., speaking at the Third International Conference of Social Work, summed up the matter in these words: "A successful future for social service lies obviously in the policy of give and take, of wise co-operation and complete understanding on the part of both public and private agencies."

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### THE WAY OF COMPETENCE

"Social work by its original morbid choice of its province in the midst of all the ills human flesh is heir to may escape from the pressure of its ubiquitous problems in only one way. That way is the way of competence which bestows control over the problems in the professional task not by attacking and solving all of them at once but by gradually finding a functional relationship to those factors in them which can be influenced and modified. The pursuit of competence presents its problems, too, the chief of which, for impatient social workers, is that the urge to do at any price must be sufficiently subordinated to the need to think as well so that the doing may more nearly serve as the laboratory in which we can slowly learn how to do what must be done more effectively."

*From "The Professional Function",  
by Grace F. Marcus.  
Published by the American  
Association of Social Workers.*



## PUBLIC WELFARE SERVICES

### **THE NATIONAL EMPLOYMENT COMMISSION MAKES AN INTERIM REPORT ON ITS FIRST YEAR'S WORK.**

THE National Employment Commission, in a report of work up to June 30th, 1937, has reviewed the activity of the past year. The Canadian Welfare Council, believing that a digest of that report would be of interest and might encourage requests to the Commission for the full report, outlines some salient points in its contents.

"Under the National Employment Commission Act of 1936, the National Employment Commission was appointed by Order-in-Council on May 13th, 1936. The duties assigned to it—all of them advisory except where otherwise decided upon by the Minister of Labour,—fall into five main categories :

1. Securing data in order to determine the nature and extent of the problem.
2. Formulation of recommendations regarding practical measures for increasing employment.
3. Formulation of recommendations regarding practical measures for ensuring efficiency and economy in the administration of aid.
4. Formulation of recommendations for the setting up of machinery to carry out Commission policies approved by the Government.
5. Formulation of long range plans of national development for the purpose of ameliorating the effects of future depressions."

This report of the Commission deals largely with its activities under the first four categories:

The Commission reports on a registration of those on relief, classifying them as—

Employable persons in receipt of material aid, totalling slightly under 260,000 men and women;

Farm resident operators and their dependents in receipt of agricultural aid, totalling just under 70,000 heads of families and individual cases, who with dependents represented 331,000;

Unemployables or persons of doubtful employability and non-working dependents in receipt of material aid. The Commission reports that in March 1937 the unemployables and those of doubtful employability numbered 58,261, and the non-worker type dependents, i.e., wives and younger children, 560,402. Out of 1,208,902 persons of all ages receiving aid to which the Dominion contributed, 260,000 might be considered as in the labour market.

Veterans in receipt of aid. "At the request of the Veterans Assistance Commission, information was asked for on the registration form in respect to heads of families and individuals who had had war service and further information as to the number of those in receipt of pensions; the data so secured was subsequently transmitted to the Commission."

The Commission also, by way of a questionnaire to employers (covering, it is estimated, around half of all wage earners) secured information regarding :

- Employment comparisons in relation to those of 1929-33 and causes of changes;

- The degree of seasonality in employment;

- Information regarding working schedules;

- Hiring practices;

- Employee relations;

- The amount spent in plant modernization.

With the assistance of the provinces, estimates were made as to the breaking down of the problem and an estimation of costs of different kinds of aid, assistance and relief afforded. Through this Council, a compilation of relative relief schedules was secured. Toward the treatment of the problem the Commission recommended a home improvement plan, recommending a limited government guarantee to lending institutions where small loans for home repair and improvement might be secured on terms laid down.

A farm improvement and employment plan, recommending a grant during the winter months of small bonuses to farmers toward the boarding of employees and the payment to persons desiring to work on such farms of a small monthly wage, was recommended.

"The Commission recognized the desirability of a rounding out of governmental housing policy, particularly as regards accom-



modation for those unable themselves to afford an economic rent—often associated with slum clearance. Action in this field was considered necessary both from the viewpoint of eliminating a social sore, all too prevalent, especially in the larger cities, and because of its effect in stimulating employment in the construction field."

The problem of lost skills following the long years of unemployment is discussed. The older, more skilled workers have been losing skills because of unemployment, and the minimum of training of the younger men was taking place. The Commission recommended training projects of an occupational nature.

The Commission reports extensive studies regarding practical measures in ensuring efficiencies in administration. The report urges clear thinking in regard to casual factors in the dependency of great sections of those receiving assistance and urges that in future dependent people suffering from unemployment shall be differentiated from those suffering from some other cause. In a section dealing with the formulation of recommendations for the setting up of machinery to carry out Commission policies approved by the Government, the Commission advises that certain developments in the employment service of Canada are essential as a first step toward the successful handling of employment, re-employment and aid administration.

The report says, "The present provincial employment services are in practice unfitted to meet the exigencies of the situation. Divided responsibility and diversity of aims between different provinces; unequal development as regards numbers, types and functions of local offices; unsuitable locations of premises; difficulties in provincial boundaries when used as economic administrative units, etc., have all tended to result in the provincial employment services not being utilized fully either by employer or by employee."

The Report urges the establishment of a policy of demonstration of need as a basis for grants-in-aid by the Dominion to provinces, by provinces to municipalities, and by municipalities to the recipients of aid. The general improvement in employment conditions during the period of the Commission's existence should allow time and opportunity to make those changes deemed necessary and to develop administrations adequate to affect these problems in an effort to deal with present and future situations. Already monies appropriated toward the training projects recommended by the Commission are being spent in services established for the training of men and women. The appreciation expressed in regard to this one of the recommendations of the Commission bespeaks the need.

B. T.

## DEAD LINE SET FOR SUBMISSIONS TO ROYAL COMMISSION

**J**ANUARY 1ST, 1938, has been set as the date by which all submissions from national organizations to the Royal Commission on Dominion-Provincial Relations must be made, according to a recent announcement in the press. An earlier announcement setting November 1st as the date by which all submissions whatever must be made to the Commission, has been modified to give some extension of time to national organizations only.

The terms of reference given in the announcement of the appointment of the Commission August 16th, are of a sweeping character, the central purpose of the inquiry being "to provide for a re-examination of the economic and financial basis of Confederation, and of the distribution of legislative powers in the light of the economic and social developments of the last seventy years". The Order-in-Council setting up the Commission, as quoted in the press announcement of the same date, includes the following clauses of reference :

" 3. That, without limiting the general scope of their inquiry, the commissioners be instructed in particular :

" (a) to examine the constitutional allocation of revenue sources and governmental burdens to the Dominion and provincial governments, the past results of such allocation and its suitability to present conditions and the conditions that are likely to prevail in the future;

" (b) to investigate the character and amount of taxes collected from the people of Canada, to consider these in the light of legal and constitutional limitations, and of financial and economic conditions, and to determine whether taxation as at present allocated and imposed is as equitable and as efficient as can be devised;

" (c) to examine public expenditures and public debts in general, in order to determine whether the present division of the burden of government is equitable, and conducive to efficient administration, and to determine the ability of the Dominion and provincial governments to discharge their governmental responsibilities within the framework of the present allocation of public functions and powers, or on the basis of some form of re-allocation thereof;

" (d) to investigate Dominion subsidies and grants to provincial governments "



## COMMUNITY ORGANIZATION

### The WELFARE COUNCIL OF TORONTO

THE culmination of a movement of about ten years standing, a Council of Social Agencies was brought into being in Toronto during the past summer and opened its office on September 1st. The provisional name of the new organization is "The Welfare Council of Toronto".

A provisional board of thirty-four members is now at work in the formulation of policy which will determine qualifications for membership, programme and finance. It is believed, however, that membership will be on a broad basis and that the organization will embrace the welfare interests in the various municipalities of Greater Toronto. The Child Welfare Council of Toronto was disbanded when the new organization was formed and its former activities will now be continued through the child welfare interests of the broader welfare council.

Miss Kathleen Gorrie, formerly Executive Secretary of the Protestant Children's Homes, has been appointed to the Secretaryship of the new Council. Miss Gorrie received her diploma from the Department of Social Science of the University of Toronto in 1926 and then joined the staff of the Division of Family Welfare of the Department of Public Health of Toronto as Assistant Indoor Relief Supervisor. Later she became Supervisor of this Department, and in December 1927 was appointed to the position with the Protestant Children's Homes. Miss Gorrie was for several years Vice-president of the now disbanded Child Welfare Council.

Representatives of Toronto's three Welfare Federations, of leading social agencies of the city and of the Civic Health and Welfare Departments were among those who participated in steps leading to the organization of the new Council.

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### A NEW COMMUNITY CHEST

A new welfare federation — The Great Victoria Community Chest — will make its first appeal in Victoria this autumn with fifteen or more agencies participating. The campaign is scheduled for November 1st to 8th inclusive, and the objective will be approximately \$73,000. F. E. Winslow is Chairman of the Board, and Mrs. Kenneth Barr, Secretary of the Vancouver Council of Social Agencies, is Secretary also of the financial organization.

## FRENCH-SPEAKING SERVICES

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### LE PROBLÈME DES FILLES-MÈRES

Travail présenté par Madame Evelyn Wattier,  
de la Société de l'Aide à l'Enfance d'Ottawa, à  
l'Assemblée Annuelle de la Société de l'Aide à  
l'Enfance des Comtés de Prescott et Russell,  
tenue à Hawkesbury, Ontario.

L'ACTION SOCIALE, aujourd'hui, n'apparaît plus seulement comme une philosophie de la vie ou comme une oeuvre vertueuse, mais bien plutôt comme une technique et une méthode. Elle a ses principes et ses lois, elle a même ses écoles et ses maîtres. Faut-il s'en plaindre? Je crois, pour ma part, qu'il faut plutôt y applaudir, à condition toutefois qu'on se souvienne que le grand principe animateur de toute oeuvre sociale reste et doit rester — la charité chrétienne.

Parmi les oeuvres sociales, il n'en est peut-être pas de plus onéreuse, de plus urgente, et en même temps de plus complexe que l'oeuvre de la fille-mère. Il ya a là problème difficile à résoudre. La preuve, c'est qu'on n'en est pas encore venu à rien de précis et de déterminé, ni quant au moyen de diminuer le nombre de ces malheurs, ni quant à la manière de traiter ces cas. Nous sommes toujours dans une période de recherche et d'incertitude sur la situation de la fille-mère vis-à-vis du père de l'enfant, et de l'enfant lui-même, sur sa situation vis-à-vis de sa famille et de la société.

Or, c'est précisément le sujet que l'on me demande de vous exposer. Pour mettre un peu de clarté dans ce travail, je le diviserai en deux parties : d'abord, les principes; puis, la pratique. *Dans la première partie*, je voudrais vous soumettre quelques réflexions que m'a suggérées ma propre expérience, (depuis près de cinq ans que je m'occupe des filles-mères); *dans la seconde partie*, je vous donnerai un aperçu de l'oeuvre accomplie par la section catholique dans le comté de Carleton, et plus particulièrement à Ottawa.

#### I<sup>ère</sup> PARTIE

##### Les principes: quelques réflexions

L'un des principes fondamentaux dans l'étude de problème de la fille-mère, et sur lequel je voudrais attirer votre attention, c'est que tous ceux qui sont intéressés dans cette oeuvre;

le prêtre, le médecin, les parents, aussi bien que l'employée sociale elle-même, tous doivent aborder la question avec un esprit ouvert, sans parti-pris ni d'idées préconçues. Rien n'est plus dangereux que les opinions toutes faites.

Un second principe qu'il importe de rappeler c'est qu'il ne faut jamais perdre de vue que le problème de la fille-mère est un problème personnel. Dès lors, on ne peut espérer faire un travail vraiment efficace autrement qu'en traitant chaque cas individuellement. Vous me permettrez d'insister sur ce point.

Chacune de ces filles sort d'un milieu différent. Leur genre de vie antérieure sera parfois des plus opposés. Les unes viennent de la campagne, d'autres ont vécu toute leur vie à la ville. Certaines ont reçu une éducation des plus soignées, chez d'autres l'éducation aura été plus ou moins bonne, ou fera totalement défaut. Celle-ci pourra posséder un degré moyen d'instruction, celle-là avoir obtenu tous ses diplômes, quand il s'en trouvera une autre à côté d'elles parfaitement ignorante. Comment alors, vis-à-vis de sujets si variés, parvenir à quelque résultat dans notre oeuvre si nous ne les voyons pas individuellement et plusieurs fois? Il est évident que les unes et les autres ne réagiront pas de la même manière en face de leur situation; elles ne comprendront pas non plus au même degré la direction qu'on jugera bon de leur donner, et qui devra nécessairement être différente.

Pour toutes ces raisons (que je n'ai pas le temps d'étudier plus longuement), c'est-à-dire, en résumé : à cause de la différence même des individus, à cause de la diversité des milieux d'ou elles sortent, à cause aussi de l'inégalité de leur éducation et de leur instruction, à cause enfin de la situation où elles se trouvent accidentellement et qui les rend plus ou moins fermées, plus ou moins réfractaire à notre action, pour toutes ces raisons, dis-je, il me paraît que notre travail n'aura d'efficacité qu'en autant qu'il s'exercera sur les individus, dans des rencontres répétées aussi souvent que le permettra le nombre de cas — plus il sera restreint, mieux ce sera—et dans une confiance réciproque qui engendrera plus que des rapports d'administration, c'est-à-dire une réelle influence sur la conduite actuelle et sur l'avenir même de ces jeunes filles.

Tels sont les principes qui doivent gouverner l'action de l'employée sociale. Mais dans cette oeuvre de redressement, la famille a aussi sa part de responsabilité.

### **La part de la famille**

Bien souvent les familles qu'un pareil malheur vient affliger, précisément parce qu'elles n'y sont pas préparées, ne savent pas



toujours le comprendre ni même l'accepter. Loin de s'intéresser au sort de leur pauvre fille, des parents iront jusqu'à lui refuser l'entrée au foyer. Laissez-moi vous dire que c'est là une conduite non seulement anti-chrétienne mais inhumaine.

Quelle que soit leur attitude antérieure, même s'ils ont fait tout en leur possible pour bien élever leur filles, les parents devraient comprendre que leur enfant reste encore leur enfant après une faute. L'expérience a démontré que, non seulement dans les cas où les parents ont fait preuve de cruauté et d'intolérance à l'endroit de leur fille tombée, mais aussi dans les cas où ils se sont désintéressés de son sort et de celui de son enfant, il a été très difficile et parfois impossible à l'employée sociale d'exercer sur ces filles toute son influence et de faire pour elles tout le bien qu'elle avait en vue. Si jamais une jeune fille a besoin de l'affection et de la sympathie de ses parents et de sa famille, c'est bien lorsqu'elle se trouve dans une pareille situation, qu'elle soit coupable ou non. . . . . Quelle consolation pour elle de se savoir encore, malgré son erreur, aimée et secourue par les siens! Ce seul acte de charité chrétienne pourra suffire à la relever pour toujours, tout comme l'abandon de sa famille pourra amener sa ruine complète.

Je ne saurais mieux a terminer cette première partie de mon travail qu'en vous rappellent les dignes paroles de notre Gouverneur Général, Lord Tweedsmuir, dans son allocution du mois dernier, en faveur des fédérations de bienfaisance du Canada : elle s'applique très bien au problème que nous étudions en ce moment. "La Nation, disait-il, a des forces vives à conserver, et à restaurer dans les cas où la misère aurait fait son oeuvre destructive. . . . Nous avons compris que ce devoir de charité ne peut être rempli entièrement par les organismes de l'Etat, *mais que c'est la communauté elle-même* qui doit prendre en main au moins une partie de cette oeuvre de miséricorde". Et il ajoutait : "Je ne puis m'empêcher de croire que cette tâche de miséricorde est une tâche qui portera des fruits pour ceux qui y auront participé". (*Le Droit*, 23 Oct., 1936).

## IIe PARTIE

### **La pratique—Un aperçu de l'oeuvre accomplie par la section catholique dans le comté de Carleton et plus particulièrement à Ottawa**

La Société de l'Aide à l'enfance d'Ottawa, au mois d'Octobre 1936 avait sous sa surveillance 315 filles-mères. A cause de ce nombre considérable qui sollicitent l'aide de notre Société, il est nécessaire d'utiliser toutes les ressources disponibles : institutions établies spécialement pour recevoir les filles-mères, maisons de la parenté, foyers pour jeunes filles, et familles nourricières (qu'on appelle en anglais : foster homes). Les familles nourri-

cières sont tout simplement des foyers de particuliers, des familles qui se sont offertes où qu'on a recherchées et qui, après une enquête soignée, faite par une employée de notre bureau, ont été approuvées pour la pension des filles-mères avec ou sans leur enfant.

De toutes ces formes de traitement, il ne sera question, dans la suite de ce travail, que de l'institution, et tout particulièrement de l'institution catholique.

Quelques détails sur la maison elle-même pourraient peut-être vous intéresser. En plus des dortoirs et des différents appartements communs, tels que salles de récréations, de coutures, de buanderie et le reste — notre Maison Ste. Marie comprend une chambre outillée pour les examens médicaux, et surtout — j'attire votre attention sur ceci, parce que, dans une institution comme la nôtre, c'est absolument nécessaire — un département de quarantaine et un département d'isolation. Nous avons aussi une petite chapelle dans la maison, où nos filles peuvent assister à la messe tous les jours : un prêtre du Séminaire est chargé de l'enseignement religieux et de la direction spirituelle de la Maison.

#### **A - Avant l'entrée à l'Institution**

Les admissions à l'Institution se font par l'entremise de l'agence social. C'est là un facteur très important dans notre ouvrage. Si chaque cas doit être traité selon son mérite et selon les circonstances, il est facile de comprendre que toutes les filles-mères ne peuvent être admises à l'institution. En effet, quand il y a possibilité pour elles de demeurer dans leur propre milieu familial ou chez quelqu'un de leur parents, on doit les encourager à le faire. Pour d'autres, une bonne famille nourricière, choisie à propos, sera nécessaire. Comme l'âge de nos filles dans l'institution varie entre 15 et 20 ans, une fille âgée et d'intelligence normale ne serait pas à sa place dans ce groupe de jeunes. Nous voulons que nos filles se sentent chez elles, heureuses et satisfaites, particulièrement durant la grossesse : on sait la conséquence qu'une telle initiative peut avoir dans la vie de la mère et surtout sur celle de l'enfant.

Dans le but d'arriver à un plan d'avenir conforme aux goûts, aux aptitudes, aux aspirations de ces jeunes filles, il est de première nécessité que la travailleuse sociale connaisse chacune d'elles, à fond et dans les détails avant d'entreprendre ce plan. Pour cette raison, l'employée sociale devra chercher à obtenir une histoire vraie et complète du cas. Tout ce qu'elle peut trouver de renseignements sur les parents de la fille-mère : par exemple, leur genre de vie à la maison et leurs relations avec ceux du dehors ? lequel du père ou de la mère avait le plus d'influence dans la famille ? avec lequel

d'entre eux ses rapports étaient-ils plus intimes? La manière dont elle a été élevée? de même, son enfance, sa jeunesse, son éducation, son entourage, ses occupations, ses relations sociales aussi bien que sa vie religieuse? en un mot tout ce qui peut concerner la fille-mère de près ou de loin doit être l'objet d'une enquête détaillée et précise. Bien entendu, ces recherches doivent porter *principalement et complètement* sur le compte de la fille elle-même. Mais parce qu'elle fait partie d'un groupe — sa famille — dans laquelle la nature l'a placée, parce qu'elle a avec ce groupe des liens de chair et de sang, des liens de traditions et d'habitudes, dont personne ne peut la détacher, il devient nécessaire de connaître l'histoire de sa famille, tout autant que sa vie à elle, si nous voulons être en mesure de lui donner présentement une direction effective, et, pour l'avenir, une orientation qui lui convienne.

Le père de l'enfant n'est pas de moindre importance dans toute cette question. Malheureusement, nous ne pouvons guère entrer en contact avec lui, et le plus souvent il faut nous contenter de ce que la fille veut bien nous communiquer elle-même. Si elle parle de son compagnon,—il n'est pas toujours facile de l'y faire consentir,—elle nous donnera un rapport ou trop élogieux ou trop noirci pour que nous puissions l'accepter en toute sûreté. Ce qui nous oblige à chercher ailleurs, afin d'arriver à une information aussi complète que possible sur la vie et la conduite du père.

Après avoir obtenu tous ces renseignements, lorsqu'elle croit avoir poussé à fond l'étude de son cas, l'employée sociale, d'accord avec la fille-mère, prendra une décision quant à sa situation présente, tout en prévoyant aussi pour son avenir. Elle sera alors placée ou à l'institution, ou dans une famille nourricière, ou encore mieux retournée chez elle, s'il y a possibilité.

Ainsi que je le déclarais plus haut, je n'ai à vous entretenir que des cas confiés à l'institution et du travail assidu de l'employée sociale dans ce milieu.

### **B-Entrée à l'Institution**

En entrant à l'institution, nos filles sont immédiatement confinées au département de la quarantaine. Elles y restent jusqu'à ce que le médecin les ait examinées et que les rapports des analyses médicales soient revenus du laboratoire. Si les rapports ne révèlent aucune maladie contagieuse, on permet à la fille de se joindre aux autres; sinon, elle est reléguée dans une chambre isolée, ou elle recevra les soins appropriés à son cas. Nous ne saurions trop insister sur ce point : il est très important de traiter les maladies infectieuses durant la période de grossesse, si nous voulons éviter pour plus tard, et à la mère et à l'enfant surtout, des conséquences

graves qui pourraient les affecter pendant toute leur vie. Je puis vous dire que nous avons obtenu des résultats merveilleux dans notre institution par le traitement prénatal de certains cas syphilitiques. C'est là un des avantages de faire subir un examen médical complet à ces filles, dès leur entrée.

Pendant leur stage à la Maison Ste. Marie, nos patientes doivent subir cet examen en trois occasions. Au moment de l'admission, ainsi que je viens de le dire; au retour de l'hôpital, après la naissance de l'enfant, (durant leur séjour à l'hôpital, nos clientes ont l'usage d'une chambre privée entretenue aux frais de la ville); et un dernier examen, lorsqu'elles quittent l'institution. Ces examens se font également pour les bébés.

L'employée sociale garde un contact continu avec les filles de l'institution : elle les voit chacune en particulier et tâche d'établir entre ses clientes et elle même des rapports de confiance qui serviront de base à son action. Régulièrement aussi, la travailleuse sociale a des entretiens avec la surintendante de la Maison afin d'aviser sur chacun des cas; de même, qu'avec les médecins pour discuter des problèmes médicaux qui surviennent.

Dans toute institution bien organisée, si petite soit-elle, il est difficile de se passer tout à fait de règlement. Nous avons donc été dans l'obligation d'en établir un : mais il n'a rien de rigide ni d'absolu. Sa flexibilité nous est d'un grand secours, spécialement quand il s'agit de retourner une fille avec son enfant dans sa propre famille. A cette fin, la durée du séjour à l'institution pourra être plus ou moins longue selon les besoins et les circonstances. Il ne faut jamais oublier encore une fois,—j'y ai insisté au début et j'y reviens : c'est un des points les plus importants,—il ne faut jamais oublier que chaque cas comporte un problème particulier, individuel, différent par conséquent de celui de la voisine. Vouloir faire de ces filles une espèce de communauté à but unique, avec des moyens identiques d'y arriver, ce serait se vouer d'avance à un échec complet sur toute la ligne. Il est impossible de traiter tous les cas de la même manière et sur un pied d'égalité.

De même que chaque fille a un passé distinct, chacune ne se destine pas au même avenir. C'est en tenant compte de ces deux points que nous cherchons, non pas sans elle, ou contre elle, mais d'accord avec elle, à prendre une décision au sujet de son avenir et de celui de son enfant.

Pour réaliser ces plans d'avenir il y a lieu très souvent de faire appel à la société, ou plus exactement à la municipalité. Mais seulement dans les cas où nous ne pouvons pas, malgré tous nos efforts, amener le père à payer les frais d'entretien de l'enfant,

soit parce qu'il nie la paternité, soit parce qu'il est sans le sou lui-même; dans les cas aussi où il est impossible de retourner l'enfant et la fille-mère dans sa famille, où d'obtenir pour elle un emploi qui lui permettrait de subvenir à ses besoins et à ceux de son enfant. Durant ces années de dépression nous sommes souvent forcés de faire l'enfant pupille de la ville ou de la municipalité afin de pourvoir à son entretien.

Vous vous demandez peut être pourquoi nous ne cherchons pas plutôt des familles d'adoption? Sans doute, nous trouvons d'excellentes familles, où l'enfant aurait tout à souhait, où il serait même dans de meilleures conditions d'existence : mais tout cela ne remplacerait jamais sa mère. De sorte que si l'on entrevoit la possibilité de retourner plus tard l'enfant chez les parents de la fille-mère, ou si elle-même est en mesure de gagner la vie de son enfant et de le bien élever, il va infiniment mieux lui laisser son enfant. Pour plusieurs de ces filles, l'amour maternel, la pensée du bien-être et de l'avenir à assurer à leur enfant, sont très souvent causes d'un commencement de vie meilleure et plus sérieuse. Tandis que le fait d'en avoir libéré d'autres trop tôt de leurs responsabilités vis-à-vis de leur enfant en les faisant adopter, suffit pour les replonger dans le relâchement ou le vice.

Malheureusement ce ne sont pas toutes les filles-mères qui peuvent garder leur enfant; le laisser entre les mains de certaines serait un aussi grand mal que de l'enlever à celles qui sont capables de l'éduquer et d'en prendre soin. Il s'agit alors de trouver un vrai foyer à cet enfant, dans lequel, à défaut de l'affection maternelle qu'il aura perdue, il rencontrera toute l'affection de la charité chrétienne, toutes les attentions et les soins d'une famille adoptive.

D'un autre côté, une fois le foyer découvert et accepté par notre bureau,—qui aura d'abord fait une enquête des plus minutieuses sur l'état financier et surtout intellectuel, moral et religieux de cette famille,—une fois ce foyer accepté, dis-je, il faut aussi des garanties du côté de l'enfant. La famille qui se décide de prendre un enfant en adoption doit trouver dans l'enfant lui-même une compensation pour les obligations qu'elle contracte vis-à-vis de lui. Ce qui suppose que les antécédents de l'enfant, la vie de son père et de sa mère, tant du point de vue physique que du point de vue intellectuel et moral, seront les meilleurs possibles. On comprend alors que nous ne pouvons pas donner en adoption n'importe quel enfant : autrement dit, ce ne sont pas tous les enfants qui sont susceptibles d'être adoptés, mais seulement ceux dont nous pouvons certifier de leurs conditions physiques et mentales, et que les filles-mères, pour des raisons matérielles ou spirituelles seront dans l'impossibilité de garder et d'éduquer elles-mêmes.



### Au Sortir de l'Institution

Lorsque la fille-mère quittera l'institution, s'il n'est pas possible de la retourner chez elle avec son enfant, l'enfant sera placé dans une famille nourricière sous la surveillance d'une autre employée de la Société de l'Aide à l'Enfance. Quant à la mère, nous tâcherons de lui procurer un emploi, et surtout nous continuerons de travailler avec elle, c'est-à-dire, de la diriger, de lui trouver des lieux d'amusements et de réunions honnêtes, de lui faire reprendre confiance en elle-même, de la mettre en contact avec des influences religieuses, et ainsi, petit-à-petit, de la réintégrer dans la société, dont elle devient un élément sain et vivant.

Pour conclure, je vous citerai un cas ou vous serez à même de constater le travail de l'employée sociale.

En 1932, une jeune fille de 18 ans vint demander du secours à la Société de l'Aide à l'Enfance. Elle était la plus jeune d'une nombreuse famille et avait été plus ou moins gâtée par ses frères et soeurs; cependant, on n'avait pas négligé son éducation. Sa santé était des plus délicates. A ce moment elle souffrait de maladie nerveuse à tel point qu'elle était continuellement agitée.

Elle avait eu un premier enfant deux ans auparavant. Dans cette circonstance ses parents l'avaient placée dans une institution et payé toutes les dépenses; on donna tout de suite l'enfant en adoption et la jeune fille retourna chez elle.

Une chose avait totalement fait défaut dans sa vie : la compagnie d'autres enfants — et maintenant l'idée de son enfant ne la quittait pas. Après certaines disputes avec ses parents, elle revint à Ottawa dans l'intention de travailler et d'y trouver un dérivatif à sa peine. Etant d'une nature très affectueuse, et sans cesse poursuivie par le souvenir de son enfant perdue pour elle, absolument seule dans la vie, elle se prit d'une nouvelle affection qui l'entraîna encore une fois dans le malheur. Et maintenant, elle se trouve sans abri, malade et abandonnée de tous. Elle a en horreur l'employée sociale, qui, pour elle, n'a d'autre intention, que d'arracher à la fille-mère son enfant. Et cependant elle est dans l'obligation de demander l'assistance de l'employée sociale.

Il va sans dire qu'il n'est pas facile d'établir un contact avec une personne ainsi disposée. Il n'y avait qu'à l'admettre à l'institution. Après bien des entrevues, elle se rendit compte que mon intention était de l'aider vraiment, et graduellement se fit plus confiante.

Mais quand j'essayai de discuter avec elle d'un plan d'avenir, elle devint inquiète, bouleversée et indécise. Elle s'attendait à

chaque instant à ce que je lui enlève son enfant. Et quand je lui proposais de faire son enfant pupille de la ville, de lui trouver de l'emploi qui lui permettrait de contribuer à l'entretien de son enfant, tout en l'assurant qu'elle pourrait le visiter aussi souvent qu'elle le voudrait, elle reprit son attitude de défiance : c'était trop beau pour être vrai. Je lui trouvai de l'emploi domestique auprès d'une personne intelligente et d'esprit ouvert. Elle m'accompagna dans la famille nourricière où je plaçai son enfant, et m'entendit recommander à la dame de lui permettre de le visiter autant qu'elle le pourrait. La jeune-fille débordait de joie et comprit enfin que c'était son intérêt à elle que je cherchais.

Quelques mois plus tard la jeune fille m'apprit qu'elle avait un ami. Je fis une enquête et découvrais que le garçon était de sa paroisse. Il avait une position stable mais son salaire était insuffisant. J'encourageai la jeune-fille à continuer de le recevoir et sa maîtresse leur permit de se courtiser chez elle.

Le jeune homme vint me voir : elle l'avait informé de sa faute, et ensemble ils visitaient l'enfant. Ce qui se continua pendant deux ans. Durant ce temps j'essayai d'avoir l'aide des parents, mais ils s'y refusèrent absolument. Sur ces entrefaites, je réussis, par des influences à obtenir une augmentation de salaire pour le jeune homme, qui se décida alors de marier la fille.

Environ un an plus tard, après un travail continu de la part de l'employée sociale, les parents de la fille se décidèrent finalement de lui venir en aide : ils leur donnèrent une petite ferme à proximité de la leur et aujourd'hui notre jeune couple est des plus heureux ainsi que leur enfant.

Que de malheur on éviterait si d'abord l'on étudiait le cas à fond, et si l'on ne se pressait pas trop de faire adopter ces enfants, sans être absolument certains que la mère ne pourra pas garder et élever elle-même son enfant.

### **Conclusion**

Voilà, assez resumée,—malgré la longueur de ce travail—l'assistance que nous prêtons à la fille-mère après qu'elle est tombée Ici, plus qu'ailleurs, mieux vaudrait prévenir que guérir! Permettez-moi en terminant, d'indiquer brièvement la part de chacun d'entre nous dans cette oeuvre de prévention.

### **Oeuvre de prévention**

Que de défection on écarterait si la famille et la société s'occupaient d'avantage de nos jeunes filles. Dans la famille d'abord, où l'on devrait s'efforcer de grouper et de retenir les jeunes filles, au lieu de les laisser chercher au dehors leurs divertissements et

leur plaisir : Il est douloureux de constater que la plupart de ces filles tombées viennent de foyers où la religion est très souvent absente, et surtout où la vie de famille est inconnue : à défaut de la paix, de l'union, de l'entr'aide et de la charité que ces jeunes filles auraient dû naturellement trouver au foyer de leurs parents, elle n'ont eu sous les yeux que des scènes de dispute à ne plus finir, des exemples de désaccord, de méfiance et de haine. Quoi d'étonnant alors qu'elles soupirent après le jour où elles pourront s'enfuir de ce nid de querelles ? Aux premiers mots de sympathie, de délicatesse, et d'affection — pour elles, — elles se laissent prendre par ces douceurs nouvelles. De là, il n'y a plus qu'un pas à faire pour qu'elles glissent dans l'abîme, sans s'en rendre compte, sans avoir eu le temps de mesurer toutes les conséquences de leur conduite.

D'autre part, la société fait-elle bien tout ce qui est en son pouvoir pour préserver nos jeunes, particulièrement à l'heure présente, où le travail est plus rare ? Précisément parce qu'ils ont plus de loisirs, ou parce que les circonstances les forcent à l'oisiveté, il faudrait trouver davantage à les intéresser. Pour ceux qui sont obligés de sortir de chez eux il conviendrait d'établir des lieux d'amusements honnêtes, surveillés, où les bons jeunes gens pourraient rencontrer de bonnes jeunes filles, où ils apprendraient à se connaître et à se fréquenter. Nous ne pourrions toujours pas empêcher les jeunes des deux sexes de se voir, de se rencontrer, de vivre côte à côte. Or je ne sache pas que les salles de danse et de cinéma, les théâtres et la rue soient des lieux recommandables pour favoriser les mœurs et la bonne tenue chez les jeunes. Et cependant, ils ont besoin de distractions et d'amusements. Si nous ne savons pas ou ne voulons pas leur en procurer, ils s'en trouveront eux-mêmes, et pas toujours des plus honnêtes.

### **A la campagne**

Ceci s'applique spécialement aux campagnes où les endroits de délassement et de récréation se font plus rares que dans la ville. Car il faut se rappeler que nos filles n'ont pas toutes et toujours vécu à la ville. Bon nombre d'entre elles viennent de la campagne pour travailler en ville et y demeurent sans direction et sans surveillance. Pourquoi les villages et les campagnes ne feraient-ils pas plus d'efforts pour retenir chez eux leurs jeunes filles ? Et si elles sont dans l'obligation de venir à la ville pour y rester, pourquoi ne pas avertir une agence sociale, un foyer, ou un prêtre qui pourrait les suivre et s'en occuper ?

Nous ne prendrons jamais trop de précautions pour protéger nos jeunes-filles contre les dangers de la vie moderne qui les

guettent à chaque pas. Afin de leur éviter de douloureux désenchantements et de malheurs dans leur inexpérience, nous aurons beaucoup contribué à leur bonheur présent et futur si nous leur apprenons à se conduire par elles-mêmes. Qui pourra jamais mesurer, d'une telle oeuvre, toute la portée individuelle et sociale?

\* \* \*

On cite un trait charmant au sujet de la Reine Astrid. Un jour, elle interroge un bambin rencontré sur la route et le bambin de répliquer : "Et toi, qui es-tu?" Une reine, répond-elle en souriant. "Qu'est-ce que c'est qu'une reine?" reprend l'enfant étonné. "C'est une mère, explique-t-elle, une mère qui ne s'occupe pas seulement de ses propres enfants, mais des enfants de toutes les mamans".

## WITH THE KINDERGARTNERS

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**ATTENTION FEDERATION MEMBERS!**

**SECOND CALL  
TO THE  
FEDERATION CONVENTION!**

Calling all members to attend the **FOURTH ANNUAL CONVENTION** of the **NATIONAL FEDERATION of KINDERGARTEN, NURSERY-SCHOOL, and KINDERGARTEN - PRIMARY TEACHERS**, affiliated with the **CANADIAN WELFARE COUNCIL**, to be held in **HAMILTON, ONTARIO**.

**TIME: 9.00 A.M.**

**DATE: SATURDAY, OCTOBER TWENTY-THIRD!**

**PLACE: HOTEL CONNAUGHT!**

**HIGHLIGHTS!**

**MORNING:** International Impressions from England, United States, and Japan.

**NOONDAY LUNCHEON.**

**AFTERNOON:** School Exhibits.

Scenic Drive.

**EVENING:** **DINNER - HOTEL CONNAUGHT.**

**SPEAKER: DR. FLORENCE DUNLOP.**

*Director of Special Classes, Ottawa, Canada.*

**LAST CALL WILL BE PERSONAL. BY MAIL!**



## **PRE-SCHOOL LETTERS HAVE KINDERGARTEN SECTION**

The following letter from the publication, "Now We're Growing Up", a series of letters on the care of the pre-school child, is printed through the courtesy of the Canadian Welfare Council. The Editorial Committee of the Kindergarten Federation wishes to draw the attention of the members to the co-operation of the Welfare Council, in that it sought the collaboration of the Federation in the preparation of this letter. These pre school letters as they appear in "Now We're Growing Up", cover from the second to the sixth year of the child's life, and are available to parents throughout the Dominion of Canada, through the co-operation of the provincial health departments.

J. L. B.

### **Five Years and Four Months**

Dear Parents :

Your child has now reached the age when he may be admitted to school, if you are fortunate enough to have a kindergarten in your neighbourhood. He is, as yet, too young to attend a regular school, where he would have to sit still for long hours and concentrate on text book lessons.

Perhaps you are feeling he has too much energy to stay around home any longer, and that he cannot find enough to do to keep him occupied. At five years of age that is only natural and is just one normal sign that your child is trying to find out about the world around him. Sometimes in a home there are difficulties for the five year old, if parents are too busy to answer questions or brothers and sisters are too old or too young to be of much interest as playmates.

### **The Kindergarten**

For those who have a kindergarten conveniently near there are many advantages. A good kindergarten is conducted by a teacher who is especially trained for her work and knows five and six year old children well. The school is open as a rule for half the day only, leaving plenty of time besides for resting and for running at will. A daily rest in the afternoon is an important consideration at this age because your child is using up considerable energy in his play and is growing rapidly. Sufficient rest now may help a great deal in giving him a reserve of strength for the next year when he really goes to school.

The kindergarten is a place where the child learns to do many things :—to play happily with other children his own age, to dress, feed and care for himself properly, and to use his hands for games, tying shoelaces, doing up buttons. Reading, writing and arithmetic are not subjects he needs to know yet,—there is time for them after he is six. What he wants now is to hear stories, to be “doing”, and to develop an independence in his own activities that will be important as he grows older.

The health habits you have been teaching him will all be emphasized when he finds how important they are in the activities of his new group of friends. Using a handkerchief when he coughs, washing hands before meals and after going to the toilet, and drinking milk will all be more interesting and learned more quickly because he will be doing them at the same time as others of his own age.

These habits are especially important at an age when your child is likely to be exposed to the communicable diseases. It is important to look after early signs of sickness however slight they may seem to be; the beginnings of a cold, eyes that look red or watery, or swollen glands may be the first indications of measles or mumps. It is always well to be suspicious and careful, both for the sake of your child and for the protection of others.

### **Play Materials**

The different toys and objects with which he will play will help to teach him many things as he goes along. At five, expensive toys are not important. There is more satisfaction and often more value for him in play materials which he can use to build with himself : clay and blocks, sand and scissors and paste. There may be pets he can learn to feed and care for, and there will be time for singing and story telling. When several children are playing together they soon discover that everyone's toys cannot be left lying around, and learn to keep their own tidy and to respect those that belong to someone else.

The kindergarten is not a substitute for home training, but an important addition to it, and may often be a place where parents can find new ideas for the guidance of their own particular five year old.

If you have no kindergarten near you, don't be tempted to start your boy or girl off to grade school to keep him occupied and out of the way. He needs to be able to run and take his own time at things in this year of his life, and he will not be able to if he has to sit still at a desk from morning to mid-afternoon.

Avoid the occasions when you may be exposing him to infection and try during this year either in your home training, or with the assistance of a kindergarten, to establish a programme of regular play, simple tasks, rest, feeding and sleep, that will develop in him a measure of independence and a sense of responsibility and will make his adjustment to the big school a much simpler thing when it comes.

Letter No. 15. Pages 46 and 47.  
"Now We're Growing Up".

\* \* \*

## "SCHOOLS OF TO-MORROW"

JOHN DEWEY

(Synopsis of book through courtesy of Educational Courier)

THE most outstanding facts as described in various schools mentioned are: (1) Children learn mostly by doing. (2) Education must be more flexible to meet the needs of pupils in various localities, and under many circumstances.

Rousseau insisted that education be based upon the native capacities of those to be taught, and upon the need of studying children in order to discover what those native powers are — sounded the keynote of modern efforts for educational progress.

Education is not something to be forced upon children and youth from without, but is the growth of capacities with which human beings are endowed at birth.

Professional educators forget, "What is learned in school is at best only a small part of education" — a relatively superficial part; and yet what is learned in schools makes artificial distinction in society and marks persons off from one another.

Consequently school learning is exaggerated when compared with what is gained in the ordinary course of living.

First years of learning proceed rapidly and securely before the child attends school because learning is so closely related with motives that are furnished by their own powers and needs as dictated by their own conditions.

Rousseau was almost the first to see that learning is a matter of necessity — a part of the process of self-preservation and growth. Education is a process of natural growth.

## Description of Five Schools

(1) Mrs. Johnson at Fairhope, Alabama, is experimenting along this line.

Students and experts have made trips to Mrs. Johnson's model and similar schools have been started in various parts of the United States.

Mrs. Johnson carried on a summer course for teachers by giving a working object lesson in her ideas at Greenwich, Conn., where a school for children has been conducted as a model.

Her underlying principle is — The child is best prepared for life as an adult by experiencing in childhood what has meaning to him as a child — the child has a right to enjoy his childhood.

The child with well-nourished, active body is most anxious to do and know things.

He should not begin school life by learning to read and write, but should continue the natural course begun at home of running from one interesting object to another. In this way he gets names and bearings of obvious facts.

At the age of eight or nine they are keen to explore books and actual reading is not a problem then.

Doing forced tasks, assignment of lessons to study, and ordinary examinations have no share in the Fairhope curriculum.

Nature Study and Field Geography are conducted almost entirely out of doors.

Handwork forms a very important factor.

Fairhope pupils compare favourably with those in public schools. When a change is made it is found they work well with other children — they are apt to be stronger physically and are much more capable with their hands, while they have a real love for books and study.

(2) Elementary School of University of Missouri at Columbia under Professor J. L. Meriam has much in common with Mrs. Johnson's.

Professor Meriam believes the schools of the past have been too much concerned with teaching children adult facts.

The pupils of this school do about what they would at home — only learn to do it better.

Day is divided into four parts — Play, Stories, Observation, Handwork.

The time for the first three grades is divided as follows : 9 - 10.30, Observation; 10.30 - 11, Physical Exercises; 11 - 12, Play; 1.30 - 3, Stories; 3 - 4, Handwork.

The school has been working with this programme for eight years and has about 120 pupils.

The school building has few classrooms and these are connected with large folding doors.

At least two and usually three grades work in the same room. The pupils are allowed to move about and talk to each other as long as they do not disturb their class-mates.

One teacher takes charge of an entire room—about 35 children, divided into several groups each doing a different thing.

Records have been kept of these graduates and in university they have no difficulty keeping up with the work.

The purpose of the experiment is to give the child an education which will make him a better, happier, more efficient human being by showing him what his capabilities are and how he can use them materially and socially in the world he finds about him.

Knowledge that is worthy of the name or the training of the intellect that is sure to amount to anything is obtained only by participating intimately and actively in the activities of social life.

(3) Pestalozzi, a great Swiss educator, took twenty vagabond children into his own household and proceeded to teach them by means of farm pursuits in summer, and spinning and weaving in winter, thus connecting book work with these active occupations.

A visitor once remarked to Pestalozzi : " Why this is a household, not a school". This he considered one of his greatest compliments.

(4) The motto of the boys' school at Interlaken, Ind., " to teach boys to live ", is just another way of saying — " Learning by doing ".

The school buildings, including four or five big log structures, have been built by the pupils. The plans were drawn, foundation dug and laid, carpentry, and painting, all by the boys.

The electric light and heating is run by the boys : all the wiring and bulbs were put in and are kept in repair by them.

In connection with this school is a 600-acre farm with dairy, piggery, hennery. There are crops to be sowed, garnered, and most of this is done by the boys.

(5) Mr. Wirt, in charge of the Gary Schools, has proved most successfully the value of this new type of education.

Here the pupils are mostly of foreign parentage and the schools are used by the community for various purposes.

Gary pupils are supposed to gain physically during the school year. Each child is most carefully examined by a doctor so that

the child who is weak physically is not sent home until he is strong enough — but is kept at school and given a programme suited to his strength.

His class-room work is cut to a minimum and most of the day is spent on the playground or in the gym doing the sort of things the doctor says he needs in order to develop strength and health.

Here, too, the child who is weak in arithmetic or geography can take these classes in a lower grade, whereas the one who is strong in any one subject can take it with a higher grade.

(6) In Chicago there are five technical high schools—four for boys and one for girls.

These are for pupils who have reached the legal age for leaving school but who are so backward in their work that they ought not to be allowed to do so.

These classes have proved again the great value of training for the practical things of every day life to the city child.

The boys and girls put in these schools are not deficient—but simply those who for one reason or another have not been able to get along in the ordinary grade school. Sometimes this has been caused by ill health or moving from one school to another; or because the curriculum didn't appeal to them.

These classes include pupils from grades 6-8 and give the greater part of the time to training the child through developing skill with his hands.

Their ambitions are stimulated, and many are transferred to the regular Technical High Schools and do as well as regular students.

These schools mentioned show a tendency towards greater freedom and an identification of the child's school life with his environment and outlook.

Seeing that the pre-school child has learned to walk, run, talk, etc., quite naturally and easily because he wants to, so in school he should learn as easily and rapidly, if the proper atmosphere of desire were created by adults.







- No. 63. The Visiting Housekeeper.  
 No. 64. The Central Bureau in the Catholic Welfare Programme.  
 No. 65. The Day Nursery in the Programme of Child Care.  
 No. 66. Sample Food Budgets and Expenditures of the Section on Home and Budgets. (12 each).  
 No. 67. Fats Time for the Nurse.  
 No. 68. Posture. Body mechanics.  
 No. 68A. Good Posture.  
 No. 69. Ophthalmia Neonatorum. (Babies' Sore Eyes).  
 No. 70. The Bowl of Community To-day—Canada, 1934.  
 No. 71. The Cross-Eyed and Squinting Child.  
 No. 72. Infantile Paralysis. (French and English).  
 No. 73. Welfare Legislation in Canada and Her Provinces, 1934.  
 No. 74. A Lay Man's Summary of The Employment and Social Insurance Act, Canada 1935. (10c.)  
 No. 75. Child Care Within the Institution—A Mental Hygiene Approach.  
 No. 76. Need Our Mothers Diet?—A Study of Maternal Mortality in Canada.  
 No. 131. Our Mother's Diet—Part I.  
 No. 76B. Timetables of Pregnancy.  
 No. 77. Respiratory Diseases in Young Children.  
 No. 78. Common Sense in a Chaotic World. (Outline of Services of Canadian Welfare Council). 1934.  
 No. 79. Family Relief in Canada and in Other States.  
 No. 80. Toward a New Wellbeing.  
 No. 81. Work of the League of Nations.  
 No. 82. Allowances.  
 No. 83. Child Aid and Our.  
 No. 84. Social Work and the People's Health.  
 No. 85. Fruit and Vegetable Folder (2c).  
 No. 86. Suggestions for the Use of the Fruit and Vegetable Folder (1c).  
 No. 87. Recreation—Leisure Time Services in Canada (15c).

#### Supplement to "Child and Home Welfare":

Canadian Calendar 1935-1936. (15c.)

Publication of the Social Administration of General and Unemployment Relief, Canada, 1935.

#### Publications

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|--|--|
| (1) Some Considerations re Health Insurance.   | (16) Health Pitfalls and Tragedies of the Pre-School Child.              |
| (2) Some Considerations on Unemployment Insurance.                                   | (17) Foster Family Care for Children.                                    |
| (3) Administration of Clothing Relief.   | (18) "No Man's Land" Home Justice From the World.                        |
| (4) Activities of the Department of Public Welfare, Toronto.                         | (19) Child Care and Protection in the Community.                         |
| (5) Child Protection in England and Wales.   | (20) The Contribution of Social Work to the Life of To-day.              |
| (6) The Essentials of a Relief Programme in Canada.                                  | (21) Organizing Resources for Community Needs.                           |
| (7) Rental or Foster Allowances.   | (22) What a Health Service can mean to a Community.                      |
| (8) Men and Women.   | (23) The Relief Outlook in Canada—Winter 1934-1937.                      |
| (9) The Unattached Woman in Canada.  | (24) Hospital Social Service.  |
| (10) Home Education and Social Work.   | (25) The Social Service Exchange.  |
| (11) What is Wrong with our Christmas Giving?  | (26) Private Social Work—What it has to Offer for Community Development. |
| (12) Britain's Social Services.  | (27) Keynotes to Social Work in a Community Chest.                       |
| (13) The Relief of Unemployment.   |  |
| (14) An Address by His Excellency the Governor General to the Social Welfare Bureau. |  |
| (15) Social Work and the Community.  |  |

#### Recent Statements on Relief Trends in Canada:

The Relief Outlook—December 1934.

A National Relief Plan, An Urgent Need—February, 1935.

The Relief Outlook—Winter 1935-1936—December, 1935.

L.T.A. Pub'n No. 1-12. Recreation Bureau is dealing with various phases of recreation are available on request.

L. T. A. Pub'n. No. 13. Community Gardens.

#### Charts—(Wall Size)—

- No. 1. 7, 10, 14. Infant Mortality Rates in Sixty Canadian Cities, 1924, 1925, 1926, 1927.  
 No. 2. 9, 12, 16. Is your Baby Safe for Babies? (Rural Infant Mortality Rates, 1925, 1926, 1927).  
 No. 3. 17a-b-c. Does Your City Live It's? (Statistical Report of Infant Mortality in Cities of Canada. (Five Year comparison, 1925-30). 1932.  
 No. 4. 8, 11, 15. Who Our Babies Live? (Statistics, 1925, 1926, 1927, 1928).  
 No. 5. 18. Infant Mortality Difference, 1921 Census.  
 No. 6. 19. The Infant Mortality Difference in Cities—1921 Census.  
 No. 7. 20. Child Placing in Canada—1921.  
 No. 8. 21. "The Five Days".  
 No. 9. 22. A Plot on the Map of Canada. (English and French).

- Posters (at cost)—No. 1. "The Gay Adventurers." No. 2. "Have You a Clean Bill of Health."  
 No. 3. "The Protection of the Child." No. 4. "The Bridge Party."  
 No. 5. "Every Child's Heritage." No. 6. "The New Baby."  
 No. 7. "Baby's Name is Very Small." No. 8. "The Kindergarten Days."

Pre-Natal Letters—(In English and French). A series of nine letters giving pre-natal help and advice.

Post-Natal Letters—(In English and French). A series of seven letters giving post-natal help and advice (Free).

Pre-School Letters—(In English and French)—Five series of 11 letters, covering the years from one to six in the child's life.

Child Welfare Problems in Habit Formation and Training—(A series of six pamphlets). (Free).

Patterns—Layette Patterns and Patterns for Infants and How Support. (At cost).

DietFolders—Series 1, 2, 3, 4, 5—dealing with the child's diet from birth to school age. (At cost).

Health Record Forms—For the use of parents, child, and community. (At cost).

Record Forms—(1) Child's History. (2) Family History. For the use of children's agencies, institutions, etc. (At cost). (3) Physical Record Forms for Institutions. (At cost).

Annually—Proceedings and Papers of the Annual Meeting and Conference.

Official Organ—"Child and Family Welfare," issued bi-monthly. (Free per year).

A Posters—Out of Print.

# Canadian Welfare Council

Founded in Ottawa, in 1930, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Federal Department of Health, COUNCIL HOUSE, 344 COOPER ST., OTTAWA, CANADA.

## OBJECT.

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

## METHODS.

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

## MEMBERSHIP.

The membership shall be of two groups, organization and individual.

(1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.

(2) Individual membership shall be open to any individual interested in or engaged in Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada or not.

## FEES.

1. National Organizations..... Annual Fee, \$5.00—Representatives: 3.
  2. Provincial Organizations..... Annual Fee, \$3.00—Representatives: 2.
  3. Municipal Organizations..... Annual Fee, \$2.00—Representatives: 1.
  4. Individual Members..... Annual Fee, \$1.00—Representatives: 1.
- In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

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